US ERA ARCHIVE DOCUMENT

In the matter of:

Definition of Solid Waste Proposed Rule

Public Meeting

Monday, September 12, 2011

10:00 a.m.

Philadelphia Marriott Downtown

1201 Market Street

Philadelphia, Pennsylvania

Reported by: Christine Brown,

Certified Court Reporter

Captial Reporting Company

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1	APPEARANCES	
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4	MARILYN GOODE	
5	BETSY DEVLIN	
6	RICHARD HUGGINS	
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- 1 PROCEEDINGS
- 2 MS. DEVLIN: Good morning. We will get
- 3 started. Thank you for attending today's public
- 4 meeting on EPA's proposed rule regarding the
- 5 definition of solid waste.
- 6 Before we begin, I'd like to thank you for
- 7 taking the time out of your schedules to address our
- 8 proposed rule and we look forward to hearing you today
- 9 and to receiving your comments.
- This is the first of two public meetings we
- 11 will be conducting. The second meeting will be in
- 12 Chicago, Illinois, later this week on Thursday.
- My name is Betsy Devlin. I am the acting
- 14 director of the Materials Recovery and Waste
- 15 Management Division in EPA's Office of Resource
- 16 Conservation and Recovery. I will be chairing the
- 17 session of today's public meeting.
- With me today on the panel, Charlotte
- 19 Mooney, who's the chief of the recycling and generator
- 20 branch; Marilyn Goode, who's the workgroup chair for
- 21 the definition of solid waste rule; and Richard
- 22 Huggins, who works in our division and he's going to
- 23 be helping keep time today.
- Before we begin, I'd like to provide with
- 25 you a brief description of the proposed rule on which

- 1 we're taking comments today as well as the logistics
- 2 of how we're going to run today's meeting.
- 3 On July 22nd, EPA proposed -- EPA published
- 4 a proposed rule that requested comments on potential
- 5 revisions to the definition of solid waste, or "DSW,"
- 6 portion of RCRA hazardous waste regulations. The DSW
- 7 regulations govern how hazardous secondary materials
- 8 are regulated when they are recycled.
- 9 In our proposal, EPA is requesting public
- 10 input on six major proposed revisions to recycling
- 11 regulations.
- 12 First, EPA is proposing to replace the 2008
- 13 exclusion for hazardous secondary materials
- 14 transferred to a third party for reclamation with an
- 15 alternative hazardous waste standard.
- 16 Under this alternative standard, the
- 17 hazardous recyclable material would be subject to
- 18 hazardous waste regulations, but with streamlined
- 19 requirements for generators.
- 20 For example, we're proposing to allow
- 21 generators that ship their hazardous secondary
- 22 materials to a third party for reclamation to
- 23 accumulate those hazardous recyclable materials for up
- 24 to a year without a permit or interim status. We're
- 25 also taking comment on other possible streamlining

- 1 revisions to the generator requirements.
- 2 Second, we are proposing to retain the 2008
- 3 exclusion for hazardous secondary materials that are
- 4 reclaimed under the control of the generator, which
- 5 includes reclamation on-site, off-site by the same
- 6 company, and under certain tolling agreements.
- 7 However, we are proposing a clearer
- 8 definition of when the hazardous secondary materials
- 9 are contained. This proposed change is meant to
- 10 address some concerns from states and the regulated
- 11 community that the current contained standard is not
- 12 adequate. We are also proposing additional
- 13 recordkeeping requirements.
- 14 Third, we are proposing to apply the
- 15 existing regulatory definition of legitimate recycling
- 16 to all hazardous secondary material and hazardous
- 17 waste recycling.
- 18 This clarifies for all generators and
- 19 reclaimers that all operations regulated as recycling
- 20 must be legitimate, or true, recycling and not just
- 21 treatment or disposal in the quise of recycling.
- This change is designed to improve
- 23 compliance and will enable regulatory authorities to
- 24 better enforce against sham recycling.
- 25 We are also proposing to make all of the

- 1 legitimacy factors mandatory, with a petition process
- 2 to account for the rare instance when a factor is not
- 3 met even when recycling is legitimate. The proposal
- 4 also requires the recycler to document that their
- 5 recycling is legitimate.
- Fourth, we are proposing a new exclusion
- 7 from the definition of solid waste for high-value
- 8 solvents being sent for remanufacturing into similar
- 9 high-value products.
- The goal of the remanufacturing exclusion
- 11 would be to encourage remanufacturing of eighteen
- 12 high-value solvents used in specific high-value
- 13 manufacturing functions, again provided certain
- 14 conditions are met.
- 15 Fifth, we are proposing revisions to the
- 16 case-by-case solid waste variances and nonwaste
- 17 determinations in order to foster greater consistency
- 18 among the implementing agencies and help ensure
- 19 protectiveness of the variance and nonwaste
- 20 determinations.
- 21 And last, but not least, we are taking
- 22 comment on requiring additional safeguards for other
- 23 existing recycling regulations, including requiring
- 24 facilities to notify their regulatory authority of
- 25 their activities and to contain their hazardous

- 1 secondary materials.
- 2 Additionally, EPA is also releasing for
- 3 public comment its Draft Expanded Environmental
- 4 Justice Analysis of the Definition of Solid Waste
- 5 Rule.
- 6 This analysis has been completed and has
- 7 undergone peer review. Both the analysis and the peer
- 8 review comments are available in the docket for public
- 9 comment.
- In conclusion, we believe the DSW proposed
- 11 rule strikes an appropriate balance between
- 12 encouraging sustainable materials management through
- 13 hazardous secondary material reclamation, while
- 14 protecting human health and the environment from the
- 15 risks of hazardous materials.
- 16 Now I'll cover some staff logistics for the
- 17 comment portion of today's meeting. We'll work as
- 18 follows: Speakers, if you preregistered, you were
- 19 assigned a time session; morning, afternoon or
- 20 evening, when you're scheduled to give your five to
- 21 ten minutes of testimony.
- I will call speakers to the front. When your
- 23 name is called, if you would please move to the
- 24 microphone and state your name and affiliation. We
- 25 may ask you to spell your name for the court reporter

- 1 who is transcribing comments for the official record.
- Once all the preregistered speakers for the
- 3 session have had a chance to speak, we will call those
- 4 who have registered on-site to speak.
- 5 Testimony today is limited to ten minutes.
- 6 We will hold up cards to let you know when your time
- 7 is getting low. When we hold up the yellow card, you
- 8 have one minute left. And when the red card is held
- 9 up, you should stop speaking. And when you have
- 10 completed speaking, please return to your seat.
- If you have a copy of your written
- 12 testimony, please place it in the box at the
- 13 registration table and also please remember if you
- 14 didn't get to finish your remarks, your written
- 15 comments will be entered into the record just as if
- 16 you had provided them orally. And also please
- 17 remember you may submit comments to EPA until October
- 18 20th.
- 19 We will not be answering any questions on
- 20 the proposal today. However, from time to time, any
- 21 of us on the panel may ask questions to clarify any of
- 22 your testimony.
- 23 Again, our goal is to ensure that everybody
- 24 who has come today is given an opportunity to provide
- 25 comment and we're going to do our best to accommodate

- 1 all the speakers.
- 2 We are scheduled to run the meeting today
- 3 until 7, but we'll stay later if we need to. But if
- 4 for some reason time does not allow you to present
- 5 your comments, you may submit written comments as
- 6 explained in the handout at the registration table.
- 7 If you would like to speak but have not yet
- 8 registered to do so, we ask that you please sign up at
- 9 the registration table.
- An overview of the 2011 DSW proposal, which
- 11 also includes instructions on how to submit written
- 12 comments, can be found at the registration table where
- 13 you signed in today as well.
- 14 Finally, if you have a cell phone, we'd
- 15 appreciate if you would turn it off or turn it to
- 16 vibrate. And if you need to use your phone at any
- 17 time, please move into the lobby or somewhere just
- 18 outside the meeting room.
- 19 We will make adjustments to the logistics as
- 20 the day progresses if we need to. And I thank
- 21 everybody for participating and we will get started
- 22 with comments.
- Mr. Giannotto, please.
- MR. GIANNOTTO: Good morning. My name is
- 25 Michael Giannotto, G-I-A-N-N-O-T-T-O. I appreciate

- 1 this opportunity to speak at this public meeting on
- 2 behalf of Newmont Mining Corporation. Newmont is N-E-
- $3 \quad W-M-O-N-T.$
- 4 Newmont is one of the largest gold mining
- 5 companies in the world. It has extensive operations
- 6 in the state of Nevada.
- 7 Today I'd like to briefly talk about two
- 8 issues. I've submitted a written copy of my statement
- 9 which goes into more detail on these, but two issues.
- 10 The first is the inappropriateness, in fact
- 11 the impossibility, of applying the proposed legitimacy
- 12 criterion relating to toxics along for the ride, or
- 13 TAR, to recycling done by Newmont and other gold
- 14 mining and precious metals mining companies.
- 15 And second, the unworkability of the
- 16 variance petition procedure that's been set up in the
- 17 proposed rule to try to deal with situations where the
- 18 TAR criterion doesn't make any sense. In fact, as I'm
- 19 going to be pointing out, the EPA in two prior rule-
- 20 makings has recognized that the TAR criterion really
- 21 doesn't make any sense to mining companies such as
- 22 Newmont.
- 23 So what we are urging is that in any final
- 24 rule promulgated by the EPA arising out of this
- 25 proposal, that the TAR criterion remain optional as it

- 1 is now, under the 2008 DSW rule, or at least that
- 2 precious metals mining companies be exempted from it
- 3 or it be made optional for precious metals mining
- 4 company.
- 5 To start off with, Newmont and other
- 6 precious metals mining companies are in the business
- 7 of extracting ores from the earth that contain gold
- 8 and then processing them to get gold.
- 9 The final product of their operations is
- 10 dore, D-O-R-E, which is a solid -- 75-pound solid mass
- 11 of gold and silver.
- 12 But because of naturally occurring metallic
- 13 impurities that are contained in ore that is mined,
- 14 trace amounts -- there will be trace amounts of
- 15 naturally occurring metallic impurities in the dore.
- 16 And some of those impurities are RCRA, Part 261,
- 17 Appendix 8, constituents.
- But nonetheless, the dore poses no risks to
- 19 health or the environment. It's in solid form. The
- 20 amount of impurities can vary, but usually they're
- 21 less than 1 percent of the dore. The dore is not sold
- 22 to the public. It's sent to refineries who then
- 23 purify into 99.99 percent gold.
- Now, as part of the process of processing
- 25 ore, a precious metal company, such as Newmont,

- 1 generate secondary materials that have loads of gold
- 2 in them, I mean, loads of gold, orders of magnitude,
- 3 greater than is in ore itself. And in our written
- 4 comments we describe these secondary materials and the
- 5 amounts of gold they have.
- 6 But suffice it to say that in each of
- 7 Newmont's facilities, Newmont ends up recovering about
- 8 \$10 million worth of gold a year from these secondary
- 9 materials.
- 10 These secondary materials when they are
- 11 generated basically automatically are put back into
- 12 the primary production process. It is part of the
- 13 primary production process. They're put in the same
- 14 units that the ore is put in, to process them to get
- 15 the gold.
- 16 These practices long preceded the RCRA
- 17 regulations in 1980. They're done to recover the
- 18 gold, not to get rid of the naturally occurring
- 19 metallic impurities that might be in the secondary
- 20 materials.
- 21 And EPA regulators in authorized states have
- 22 long recognized that this is legitimate recycling.
- Now, some of these secondary materials can
- 24 at times possess the TCLP characteristic for metals
- 25 due to those naturally occurring metallic impurities

- 1 in the ore that are passed onto the secondary
- 2 materials. Sometimes they're TCLP; sometimes they're
- 3 not. It depends on the nature of the ore lot.
- 4 But mining companies have been able to
- 5 recycle these without being subject to the RCRA
- 6 regulations mainly because of the rule at 261.2(c)3,
- 7 which allows you to recycle characteristic sludges and
- 8 bioproduct into reclaimed metals out of them.
- 9 But the secondary materials are always
- 10 responsibly managed. They're never managed in land-
- 11 based units. They're never managed outside. And
- 12 we're not aware of any damage cases in the industry
- 13 that has occurred as a result of this recycling.
- I want to point out that in the damage
- 15 cases' background documents that EPA have -- has, it
- 16 points to five damages cases that have occurred in
- 17 what it calls recycling of precious metals, but those
- 18 are not mining cases. Those are cases where third
- 19 parties have taken some product that's already been
- 20 manufactured, like a battery or a watch or film and
- 21 try to get gold out of them. It has nothing to do in
- 22 our industry where we're processing ore.
- Now, the problem with the TAR criterion is
- 24 that you can't apply it in our industry. What the TAR
- 25 criterion requires you to do would be look at some

- 1 dore that was produced without secondary materials and
- 2 compare the Appendix 8 constituents and that to the
- 3 dore that's produced with recyclable materials.
- 4 The problem is that no dore is produced from
- 5 solely virgin materials. All dore is in -- the whole
- 6 industry is produced from a combination of virgin
- 7 materials, that is the ore, and the secondary
- 8 materials. So there's no way to apply the criterion.
- 9 So right off the bat, if this TAR criterion
- 10 is made mandatory, all of these secondary materials
- 11 that have millions of dollars of gold that are
- 12 recyclable would suddenly be considered sham recycling
- 13 because you couldn't apply the criterion.
- And it's even worse than that, because even
- 15 if you could somehow revamp operations to produce a
- 16 batch of dore without secondary materials, the amount
- 17 of metallic impurities in the dore is not going to be
- 18 constant. It's going to be a constantly moving
- 19 target.
- 20 And that is because when you mined different
- 21 ore bodies, they will -- although they'll always have
- 22 small concentrations of the Appendix 8 metallic
- 23 impurities, those concentrations will vary daily as
- 24 you mine the ore bodies.
- 25 So the amount of constituents in dore will

- 1 constantly change. So even if you could somehow spend
- 2 hundreds of thousands of dollars revamping your
- 3 production process to get one batch of dore without
- 4 secondary impurities, you have to be doing a constant
- 5 comparison every day because the dore is going to
- 6 change because of the metallic impurities.
- 7 In the preamble to the July 22 proposal, EPA
- 8 suggests that where this situation happens, perhaps
- 9 you can compare the amount of toxic or the metallic
- 10 impurities that are in the secondary material itself
- 11 with the amount that's in the virgin material.
- But that won't work for mining, including
- 13 precious metal mining, as EPA recognized in 1998 when
- 14 it promulgated the Phase IV LDR rule.
- The reason is that as the mineral processing
- 16 process proceeds, not only is the amount of gold
- 17 concentrated, but so is the amount of metallic
- 18 impurities. And as a result, secondary materials will
- 19 always have more metallic impurities than the ore
- 20 itself. But the EPA recognized in 1988 that that's
- 21 not a sign of legitimate -- of sham recycling.
- In fact, to the contrary, EPA concluded that
- 23 that was legitimate recycling. And just as the EPA
- 24 concluded in '98 -- in '98, the EPA thought about
- 25 imposing a TAR criterion on the mining industry and

- 1 changed its mind. In the 2000 -- October 2008 DSW
- 2 rule, EPA made the TAR criterion optional and
- 3 recognized in the preamble that one instance where it
- 4 might make no sense is in the mining industry.
- 5 We would not like to have a TAR criterion at
- 6 all, but we can live with the optional criterion,
- 7 because this clearly is legitimate recycling.
- 8 But now EPA wants to make it mandatory. And
- 9 like I said, that will in effect define all of our
- 10 recycling practices that we've engaged in forever,
- 11 long before RCRA ever existed. It will define those
- 12 as sham recycling.
- Now, the manner in which the July 22
- 14 proposal wants to deal with this situation is to have
- 15 a variance procedure. The problem is it's not going
- 16 to work in our industry. And the reason it's not
- 17 going to work is because we expected that it will take
- 18 years to get a variance -- and I'll go into that in a
- 19 little more detail.
- 20 During those years when we're waiting for
- 21 variance procedures, enormous cost will be incurred.
- 22 We might have to shut down certain facilities. We'll
- 23 lose the value of the gold, tens of millions of
- 24 dollars a year per facility that would be gotten from
- 25 recycling.

- I only have one minute left. The reason I'm
- 2 taking a long time is that basically every mineral
- 3 processing facility will have to apply for a variance.
- 4 We'll have a hundred and fifty such mineral processing
- 5 facilities nationwide. They will all have to apply.
- 6 They will have to apply for many streams.
- 7 They're going to have to show their bio, the
- 8 availability of toxics, the dangers of the products
- 9 and whatnot.
- 10 In addition, the RIA, the Regulatory Impact
- 11 Analysis, estimates that there's another 250
- 12 facilities nationwide.
- If you look at how long it's taken EPA to
- 14 grant listing petitions over the years, it generally
- 15 takes three to five years. We feel the same will be
- 16 here. And while we're waiting for delisting petitions
- 17 to be granted, we'll have to stop recycling; we'll
- 18 have to revamp operations or shut down operations, so
- 19 we can no longer recycle because that's part of our
- 20 normal production process.
- 21 And in addition, after a year -- because
- 22 after a year we can't store this stuff or the
- 23 speculative accumulation -- we'll have to pay for a
- 24 TSD facility to dispose of it. And in addition, we'll
- 25 lose forever the tens of billions of dollars of gold.

- 1 So in sum, none of these costs were
- 2 considered in the regulatory impact analysis. None of
- 3 these costs of delay and losing revenues or laying off
- 4 workers and revamping production of facilities was
- 5 ever considered in the regulatory impact analysis.
- 6 So again, I thank the EPA for this
- 7 opportunity to speak. I urge you to make the TAR
- 8 criterion optional or at least exempt the precious
- 9 metals mining industry from its reach, because it
- 10 makes absolutely no sense, as the EPA has recognized
- 11 two times before.
- 12 Thank you very much.
- MS. DEVLIN: Thank you.
- Mr. Moss. Are you here?
- 15 MR. MOSS: Dan Moss, M-O-S-S. I'm with the
- 16 Society of Chemical Manufacturers and Affiliates.
- Good morning. My name is Dan Moss. I'm
- 18 pleased to appear before you this morning to present
- 19 the views of Society of Chemical Manufacturers and
- 20 Affiliates, or SOCMA, on the agency's new proposed
- 21 definition of solid waste rule.
- 22 SOCMA is a leading international trade
- 23 association serving small and midsize batch, custom,
- 24 and specialty chemical manufacturers. I want to focus
- 25 on a few broad areas related to the DSW rule. We will

- 1 be submitting written comments for the record which
- 2 will address these issues in more detail later.
- 3 First and foremost, SOCMA was strongly in
- 4 support of this final rule finalized in October 2008,
- 5 and remains so. We believe that the rule struck an
- 6 appropriate balance between economic and environmental
- 7 concerns and would enable our members, over 70 percent
- 8 of which are small- and medium-sized businesses, to
- 9 recycle more materials than they do now. SOCMA
- 10 continued to weigh in on the rule, and EPA announced
- 11 its intention to consider reopening parts of it.
- 12 We spoke at the June 30th, 2009 public
- 13 meeting and submitted written comments in August of
- 14 that year. SOCMA also submitted comments on the draft
- 15 and environmental justice methodology in the spring of
- 16 2010.
- 17 Regarding the new proposed rule, at the
- 18 outset, we just wanted to say how pleased we were to
- 19 see a proposed rule be amended after the conclusion.
- 20 We basically agree with the EPA that some
- 21 specific types of hazardous secondary materials are
- 22 more like valuable commodities than solid waste, are
- 23 accordingly managed in ways that are indicative of
- 24 discard, and should thus be not be regulated as waste.
- 25 The agency correctly noted that the

- 1 potentials for discarding intercompany remanufacturing
- 2 transfers for certain higher-value spent solvents will
- 3 be low because they will be incorporated into the
- 4 manufacturing process rather than accumulated or
- 5 disposed of.
- 6 The proposed exclusion will provide economic
- 7 incentives for companies to recycle the relevant
- 8 solvents -- solvents, a more sustainable approach than
- 9 incinerating them.
- 10 It will likely bolster the economic
- 11 performance of these manufacturers, even in a slow
- 12 economy, without increasing the risk of discard in any
- 13 way.
- 14 SOCMA also does not object to any of the
- 15 conditions that the EPA has attached to the exclusion
- 16 and believes that the notification, remanufacturing
- 17 plan, recordkeeping and storage condition requirements
- 18 are all reasonable measures.
- 19 SOCMA supports that initial list of 18
- 20 proposed solvents eligible for the exclusion but urges
- 21 the EPA to consider including all solvents that are
- 22 used in reactors, extractors, purifiers or blending
- 23 equipment in pharmaceutical, organic, chemical, or
- 24 plastics and resins manufacturing.
- 25 At a minimum, SOCMA believes that EPA should

- 1 add benzene, acetone and isopropyl alcohol to its
- 2 hazardous secondary material list.
- 3 We also believe that the exemption should
- 4 not be limited to solvents and it should come from
- 5 other products that get remanufactured and used in
- 6 similar ways as high-value products.
- 7 Finally, we urge the EPA to develop a
- 8 standard petition process so that interested persons
- 9 could propose additional solvents for the exemption.
- 10 As people become familiar with the rule and
- 11 as material usages and new applications arise, there
- 12 will likely be a call for similarly valuable solvents
- 13 to be exempted.
- 14 Regarding the "under the control of the
- 15 generator" provision, we strongly support the
- 16 retention of the exclusion for hazardous secondary
- 17 materials reclaimed under the control of the
- 18 generator.
- 19 We very much agree with EPA's continued
- 20 belief that hazardous secondary materials which remain
- 21 under the control of the generator are not discarded
- 22 so that staying or deleting this exclusion would
- 23 result in the EPA regulating materials that it does
- 24 not have RCRA jurisdiction over.
- 25 Furthermore, as the EPA noted in the

- 1 proposal, the EPA has not received any information
- 2 that would cause the EPA to reverse its determination.
- 3 We do not believe the newly proposed provisions making
- 4 notification of condition of the exclusion of
- 5 recordkeeping are really necessary.
- 6 We question, for example, how additional
- 7 recordkeeping empowers environmental justice
- 8 communities.
- 9 Regarding the retention of the tolling
- 10 provision, the SOCMA is probably the single greatest
- 11 proponent of the tolling provision within the -- under
- 12 the control of the generator exclusion.
- As SOCMA noted previously in its 2007 and
- 14 2009 comments, these provisions are particularly
- 15 important to us given the unique composition of our
- 16 membership.
- 17 Many of our members engage in toll
- 18 manufacturing in which one party contracts with a
- 19 second party to have a particular specialty chemical
- 20 to remediate their product made at a facility owned or
- 21 operated by the second party.
- 22 Since the terms of the tolling agreement can
- 23 ensure that secondary materials generated and recycled
- 24 as a part of the manufacturing process remain under
- 25 the control of the generator, the provisions enable

- 1 our members to make beneficial use of valuable
- 2 materials, that they had been destroyed by
- 3 incineration, thus promoting the proposal's goal of
- 4 sustainable materials management.
- 5 SOCMA does not strongly object to the new
- 6 proposed tolling recordkeeping requirements.
- Given the agency's consistent support for
- 8 these provisions, however, we were frankly shocked by
- 9 the proposal's statement that if the exclusion is
- 10 going to be only infrequently utilized, it might be
- 11 better for both the regulated community and regulatory
- 12 authorities if we're not part of the exclusion.
- 13 SOCMA could not oppose this suggestion more
- 14 strongly. EPA has previously agreed the tolling
- 15 arrangements ensure that there is no discard since the
- 16 hazardous secondary materials remain under the control
- 17 of the generator.
- 18 Since the rule was finalized in October
- 19 2008, nothing has changed in this regard.
- 20 Specifically, the definition to which EPA refers to in
- 21 laying out its rationale for a possible alternative to
- 22 the tolling exemption are no different and no more
- 23 complicated than they were when the EPA promulgated
- 24 the rule.
- The agency itself notes that toll

- 1 manufacturing can be an efficient method for material
- 2 production and that the agency does not wish to
- 3 unnecessarily discourage sustainable reclamation
- 4 practices under these arrangements.
- 5 Furthermore, EPA itself acknowledges that if
- 6 its suggested alternative is adapted, the tolling
- 7 contractor conducting the reclamation might need to
- 8 obtain a RCRA storage authority permit, a
- 9 disincentive, to be sure, for additional recycling.
- 10 What's worse, EPA is the reason the
- 11 exclusion has been infrequently utilized and so citing
- 12 that as the basis for rescinding it is like tying
- 13 someone's arms behind their back and then faulting
- 14 them for not putting up a fight.
- 15 Certainly, if the regulatory uncertainty
- 16 which continues to swirl around the rule, as evidenced
- 17 by this latest ambiguous talk by the agency, has
- 18 dissuaded states from adopting the provision.
- 19 The large majority of SOCMA members cannot
- 20 take advantage of the exemptions, even if they wanted
- 21 to, because they or their counterparties are in states
- 22 that have not adopted the rule yet.
- 23 Also, companies planning on using the
- 24 exemption are no doubt being understandably hesitant
- 25 out of concern that they will face business

- 1 disruptions if the exemption is revoked and thus might
- 2 be less willing to take advantage of the exemption
- 3 until the rule truly has been finalized.
- 4 The last issue we wanted to address concerns
- 5 the legitimacy factors. SOCMA very much opposes EPA's
- 6 proposal to make all four legitimacy factors
- 7 mandatory.
- As we had noted back in 2009, we agree with
- 9 EPA's original determination in the preamble to the
- 10 final rule that two factors in question do not
- 11 necessarily have to be met for the recycling activity
- 12 to be considered legitimate. Making them mandatory
- 13 could end a great deal of current recycling.
- 14 SOCMA had been and remains particularly
- 15 concerned about the proposed mandatory toxics along
- 16 for the ride factor.
- 17 As we had previously noted, it is entirely
- 18 possible that a product recycled from a secondary
- 19 material may have impurities that are not present in
- 20 the same product made from virgin materials,
- 21 impurities that have absolutely no effect on the
- 22 product's suitability for use as, for example, an
- 23 ingredient in another process.
- There are literally hundreds of Appendix 8
- 25 constituents, and having to scan for all or some

- 1 subset of them could easily destroy any value of a
- 2 recycling process.
- 3 The proposed changes will not only roll back
- 4 recycling efforts that were encouraged in the 2008
- 5 rule, but will also significantly undermine recycling
- 6 and reuse as it has been practiced since the dawn of
- 7 RCRA.
- Under the new proposal, hundreds of
- 9 materials -- not just solvents, but acids, bases, and
- 10 other basic chemicals that have been reused under CFR
- 11 261.2(e) -- now would be subject to the legitimacy
- 12 factors. And many will fail factor 3 and 4.
- 13 EPA acknowledges that the proposing
- 14 structure involving petition process might be
- 15 burdensome but then proceeds to minimize that concern
- 16 arguing that the only burden on top of the effort to
- 17 consider the legitimacy of the recycling would be in
- 18 the instance where a facility would need to submit a
- 19 petitioner of a legitimacy variance.
- 20 SOCMA believes strongly that in many cases
- 21 it typically won't be worth the effort to required to
- 22 push each of these streams through the variance
- 23 process.
- In the case of smaller streams, it might not
- 25 even be worth the effort to comply with the

- 1 notification of recordkeeping requirements.
- 2 The cumulative impact of this is hard to
- 3 estimate but could be huge when measured across the
- 4 thousands of regulated entities.
- 5 Furthermore, in designing these legitimacy
- 6 criteria that apply throughout RCRA, the agency
- 7 contends that it is striving for consistency and
- 8 cohesiveness and cites its recent identification of
- 9 nonhazardous secondary materials that are solid waste
- 10 final rule as justification for making all four
- 11 factors mandatory.
- 12 In the meeting with the office of management
- 13 and budget at the end of July, SOCMA and its coalition
- 14 partners had argued against this very language. And
- 15 in fact, in the very next sentence of the preamble,
- 16 EPA itself refers to the differences in circumstances
- 17 covered by that rule and this proposed rule, most
- 18 notably the fact that two different regulatory
- 19 definitions of solid waste are at issue.
- There is no need for consistency when the
- 21 circumstances of the two rules are so very different.
- 22 Thus, SOCMA believes that the third and fourth
- 23 legitimacy factors have worked satisfactorily and
- 24 should remain as such.
- We also do not think that the petition

- 1 process is an adequate relief valve or alternative.
- 2 The burdens, delays, and uncertainty inherent in such
- 3 a process will squelch recycling and promote continued
- 4 unsustainable incineration of valuable product.
- 5 Again, we look forward to submitting more
- 6 detailed written comments in October.
- 7 And thank you very much for the opportunity.
- 8 MS. DEVLIN: Thank you.
- 9 Ms. Castorina?
- 10 MS. CASTORINA: Good morning. Stephanie
- 11 Castorina, C-A-S-T-O-R-I-N-A. I'm the manager of
- 12 environmental programs at IPC, the Association
- 13 Connecting Electronics Industries.
- 14 IPC is a global trade association
- 15 representing over 2,200 in member companies in the
- 16 United States. IPC represents all facets of the
- 17 electronics interconnect industry, including design,
- 18 printed circuit board manufacturing, and electronics
- 19 assembly.
- 20 Printed circuit board and electronics
- 21 assemblies are used in a variety of electronics
- 22 devices, including cell phones, computers, pacemakers,
- 23 automobiles and sophisticated missile defense systems.
- 24 Although IPC members include electronics
- 25 giants, 60 percent of IPC members are small

- 1 businesses. The typical IPC member has 100 employees
- 2 and a profit margin of less than 4 percent.
- 3 IPC believes the 2008 DSW rule was an
- 4 important step towards fully realizing sustainable
- 5 materials management goals of the EPA. Under the
- 6 rule, secondary materials would have been increasingly
- 7 recycled, reclaimed, and otherwise beneficially
- 8 reused.
- 9 The rule struck a delicate and appropriate
- 10 balance between removing regulatory barriers in order
- 11 to encourage recycling and EPA's mandate to maintain
- 12 environmental protections.
- The 2008 DSW rule provided an opportunity
- 14 for a real benefit to the environment by encouraging
- 15 the recycling of secondary materials that otherwise
- 16 would have been land-filled.
- 17 It is unfortunate that EPA has an abandoned
- 18 the potential environmental benefits of the 2008 DSW
- 19 rule by proposing to return to a regulatory regime
- 20 which discourages recycling by saddling secondary
- 21 materials that are sent for recycling with burdensome
- 22 RCRA hazardous waste regulations.
- The provisions of the 2008 DSW rule could
- 24 still have the potential to provide significant
- 25 environmental benefits and encourage sustainable

- 1 materials management.
- 2 We believe that EPA should not entertain
- 3 additional provisions that would discourage the
- 4 recycling of secondary materials.
- 5 Although there are a number of materials
- 6 that would be recycled under the transfer base
- 7 provisions of the 2008 DSW rule, I'd like to use the
- 8 remainder of my time today to focus on one particular
- 9 waste stream from the manufacturer of electronics.
- 10 Copper sludge created through the treatment
- 11 of wastewater from the electroplating of printed
- 12 circuit boards and other items is one of the high-
- 13 value secondary materials that would more commonly be
- 14 recycled under the provisions of the 2008 DSW rule.
- This sludge often contains metals at a
- 16 concentration that is significantly higher than that
- 17 occurring in nature. For example, copper ore normally
- 18 contains less than 1 percent copper, whereas copper
- 19 sludge from the printed circuit board industry
- 20 averages 10 to 15 percent copper.
- 21 According to EPA's 1998 Common Sense
- 22 Initiative F006 Benchmarking Study, electroplating
- 23 wastewater treatment sludge represents one of the
- 24 largest sources of untapped metal bearing secondary
- 25 materials in the United States.

1 As a result of the cost of reclamation under RCRA hazardous waste regulations, landfills have been the dominant choice for final disposal of electroplating sludge, wasting valuable resources. 5 For over a decade, EPA has acknowledged the importance of changing the regulatory regime for electroplating sludge. 8 In 2007, EPA submitted to the Office of Management and Budget a draft rule that would have 10 exempted the material from RCRA hazardous waste regulations if reclaimed. Later that same year, EPA 11 12 withdrew the rule, the draft rule, in order to include 13 electroplating sludge reclamation in the pending DSW 14 rule. Unfortunately, due to doubt surrounding the 15 16 implementation of the DSW rule, little has changed 17 regarding the reclamation of electroplating sludge. 18 The 2011 proposed rule removes the transfer-19 based exclusion which would severely discourage the reclamation of electroplating sludge. EPA should 20 21 strongly consider a remanufacturing exclusion for 22 electroplating sludge in order to ensure the benefits 23 of reclaiming this high-value material are seen. 24 The transfer-based exclusion in the 2008 DSW 25 rule would empower the marketplace to create new and

- 1 cost-effective recycling options that produced a
- 2 win/win situation of reducing the mining of virgin
- 3 metals and saving money.
- 4 Under the 2011 proposed restrictions, only
- 5 heavily regulated RCRA treatment storage and disposal
- 6 facilities would be allowed to recycle secondary
- 7 materials such as electroplating sludge. The cost to
- 8 be a TSDF are extremely high. And therefore, companies
- 9 are discouraged from becoming a TSDF.
- In early 2011 a recycling facility in
- 11 Arizona stopped reclaiming electroplating sludge due
- 12 to burdensome and costly regulations associated with
- 13 being a TSDF. This facility was the last U.S.-based
- 14 recycler that accepted electroplating sludge for
- 15 reclamation.
- 16 Currently there is one facility in Canada
- 17 while the majority of facilities are located in China,
- 18 Europe, and Mexico.
- 19 Removing regulatory barriers to recycle will
- 20 encourage facilities in the U.S. to recycle high-value
- 21 materials, leading to reduced recycling costs and an
- 22 increase in materials recycled.
- 23 IPC believes that with the 2008 DSW rule,
- 24 EPA has taken an important step towards realizing --
- 25 towards relieving -- sorry -- unnecessary regulatory

- 1 burdens on the manufacturing sector while at the same
- 2 time referring -- furthering its mission of protecting
- 3 the environment and human health by encouraging
- 4 increased recycling.
- 5 Reversing or severely restricting the
- 6 provisions of the 2008 DSW rule that encourage
- 7 recycling would be detrimental to industry and to the
- 8 environment.
- 9 We urge EPA to realize the benefits of
- 10 reclaiming high-value materials, such as
- 11 electroplating sludge and other metal bearing
- 12 hazardous secondary materials outside RCRA hazardous
- 13 waste regulations.
- 14 EPA should classify electroplating sludge
- 15 and other metal-bearing secondary materials as high-
- 16 value materials that qualify for an exemption under
- 17 DSW.
- 18 Thank you for your time this morning.
- MS. DEVLIN: Thank you.
- Ms. Mendez, quickly.
- 21 MR. MENDEZ-QUIGLEY: Thank you for the
- 22 opportunity to speak. My name is Teresa Mendez-
- 23 Quigley, M-E-N-D-E-Z, hyphen, Q-U-I-G-L-E-Y.
- I'm here today representing Physicians for
- 25 Social Responsibility of Philadelphia, a public health

- 1 nonprofit organization that mobilizes individuals,
- 2 health professionals, and community organizations to
- 3 promote nonviolence, to safeguard the environment, and
- 4 to ensure universal access to healthcare.
- 5 As part of our mission indicates, Physicians
- 6 for Social Responsibility aims to safeguard the
- 7 environment, recognizing that what we do to the
- 8 environment can cause harm to both people and the
- 9 planet.
- 10 We know that it is not possible to have
- 11 healthy people living in a toxic world. We also know
- 12 that everyone pays for the egregious assaults on the
- 13 health of people, and we currently struggle as a
- 14 society to provide adequate healthcare for all because
- 15 of escalating costs.
- We recognize and applaud the thousands of
- 17 businesses in Pennsylvania and throughout the country
- 18 that provide jobs to Pennsylvania and Americans while
- 19 also ensuring that they do not pollute the environment
- 20 in which we live, breathe, work, play, and learn.
- 21 We believe that the majority of businesses
- 22 do not willingly pollute the land, air, or waters of
- 23 our country.
- 24 We do need -- we do need businesses to
- 25 understand that environmental harm is harmful to

- 1 people -- especially workers and their families and
- 2 their communities -- and also harmful to the economic
- 3 well-being of our states.
- 4 The proposed EPA safeguards for hazardous
- 5 secondary materials recycling is designed not to
- 6 penalize businesses or cause financial hardship to
- 7 employers, but meant to protect the public's health
- 8 and the environment.
- 9 The proposal modifies EPA's 2008 definition
- 10 of solid waste rule which revised hazardous waste
- 11 regulations to encourage recycling of hazardous
- 12 secondary materials.
- In 2009, Physicians for Social
- 14 Responsibility representing 31 chapters throughout the
- 15 United States, composed of doctors, nurses, public,
- 16 health experts, and other medical and public health
- 17 professionals, and over 60 student chapters at medical
- 18 and public health schools throughout the country, and
- 19 over 25,000 e-activist members submitted written
- 20 comments on the EPA revisions to the definition of
- 21 solid waste under Subtitle C of the Resource
- 22 Conservation Recovery Act, RCRA.
- 23 Physicians for Social Responsibility asked
- 24 the EPA to withdraw the rule of the severely reduced
- 25 oversight of hazardous wastes reportedly designed for

- 1 recycling by reclamation.
- We were disheartened to learn that the EPA
- 3 did not withdraw that rule.
- The EPA's 2008 DSW rule exempted 1.5 million
- 5 tons of hazardous waste from the RCRA protective
- 6 cradle-to-grave management system and threatened to
- 7 excuse thousands of companies from complying with
- 8 longstanding regulations that protect human health and
- 9 the environment.
- 10 Under the rule, unlicensed and barely
- 11 supervised companies handled hazardous industrial
- 12 waste under very general, nonspecific hazards
- 13 standards. Many of these wastes are highly flammable,
- 14 explosive, and corrosive and contain dangerous
- 15 chemicals known to cause many serious illnesses.
- The rule significantly increased the threat
- 17 of fire or toxic exposure for many minority and low-
- 18 income communities who live near the 52 industrial
- 19 facilities that are already operating under the
- 20 exception and are thus free to generate, store, and
- 21 recycle these dangerous substances without permits,
- 22 specific protective performance standards, or adequate
- 23 oversight.
- 24 The EPA has already identified 218 cases of
- 25 serious contamination of air, water, and soil from

- 1 unsafe hazardous waste recycling in the 2007 EPA
- 2 environmental problems study. Of the 218 cases,
- 3 practically all occurred in the facilities that were
- 4 not subject to RCRA permits and therefore were exempt
- 5 from RCRA's strict oversight.
- 6 In contrast, only 4 percent of these cases
- 7 occurred at facilities controlled by RCRA that set
- 8 stringent standards for storage, transport, treatment,
- 9 and disposal.
- 10 Thus it is clear that strict oversight of
- 11 the high-risk activity is absolutely crucial.
- 12 The 2008 DSW rule opened up loopholes that
- 13 could increase the public's exposure to toxic
- 14 chemicals and result in serious adverse health
- 15 effects, increased medical expenditures, and the need
- 16 for expensive cleanups.
- 17 Therefore, we support the EPA's efforts with
- 18 the 2011 proposed rule to end the transfer-based
- 19 exclusion and to amend the generator-controlled
- 20 exclusion for hazardous waste recycling.
- 21 While off-site recycling is clearly a
- 22 hazardous activity that should be subject to specific
- 23 stringent standards and EPA permitting and oversight,
- 24 on-site hazardous waste recycling by generators also
- 25 poses substantial risks that should be subject to the

- 1 same specific standards and permitting requirements as
- 2 applied before promulgation of the new rule.
- While closing some exemptions, however, EPA
- 4 must not open new loopholes through which hazardous
- 5 waste recyclers can escape cradle-to-grave controls.
- 6 The so-called remanufacturing exclusion included in
- 7 the proposed rule would exclude 18 solvents from
- 8 regulation with toxic components. Should these
- 9 solvents find their way into groundwater, soil, or
- 10 water, the health effects could overburden already
- 11 overburdened low-income and minority communities.
- 12 As an alternative to a blanket exception for
- 13 these solvents, EPA could ask the recycling to
- 14 petition for an exemption in a much safer rule -- or
- 15 route that could still allow for the greenhouse gas
- 16 benefits for which the remanufacturing exclusion was
- 17 written.
- 18 Physicians for Social Responsibility
- 19 applauds the EPA's proposed rule that would restore
- 20 federal oversight of hazardous waste recycling and
- 21 help to safeguard public health and the environment.
- Its analysis on the impacts of low-income
- 23 and minority communities endangered by the 2008
- 24 definition is one step toward recognizing that we all
- 25 need protections from exposure to hazardous waste

- 1 recycling, especially impact the communities that
- 2 carry most of the burden -- most of the burden of
- 3 these exposures.
- 4 We also request that the EPA not incorporate
- 5 any proposed alternative for streamlining the
- 6 standards for storage -- for storage of such waste
- 7 that are vague and lax.
- 8 Physicians for Social Responsibility is here
- 9 today to support the EPA's proposed changes to the DSW
- 10 rule. No one wins when we harm the environment and
- 11 consequently peoples' health.
- 12 Most of us can agree that all parties --
- 13 businesses, workers, family, healthcare professionals
- 14 -- can win by having healthy people living healthy
- 15 lives in healthy toxic-free communities.
- 16 Thank you.
- MS. DEVLIN: Thank you.
- 18 Mr. Tittel.
- 19 MR. TITTEL: Jeff Tittel. Director, New
- 20 Jersey Chapter Sierra Club. I'm here representing not
- 21 only the New Jersey chapter but the Sierra Club
- 22 overall. It will have other people speak later. We
- 23 are the nation's oldest and largest conservation group
- 24 with about 1.2 million members across the country.
- 25 But I'm here to talk about the Sierra Club

- 1 members and all the people in the region who live near
- 2 many of these hazardous sites. There are more than
- 3 200 in this region, 65 of them in New Jersey alone.
- 4 We know that most of those sites are in
- 5 places like Camden and Newark and Middlesex Borough,
- 6 and usually older industrial or rural poor
- 7 communities, usually communities of low income and
- 8 high cancer rates, usually communities that have seen
- 9 a disproportionate share of pollution over the years.
- 10 We also, being from New Jersey, believe when
- 11 the Bush Administration put the loophole in, that it
- 12 did a disservice not only to the recyclers of metals,
- 13 which we think is a good thing, but to the people of
- 14 the United States because the addition of 1.5 million
- 15 tons of hazardous materials.
- 16 We also know being from New Jersey that when
- 17 you deregulate and you put in loopholes into solid
- 18 waste rules, there are or can be serious problems. We
- 19 are from New Jersey; we do deal with solid waste. You
- 20 know, we kiddingly call ourselves nationally the
- 21 Soprano Chapter and there's a nice book called the
- 22 Soprano State.
- 23 In dealing in solid waste and hazardous
- 24 waste in New Jersey for more than 35 years, I can tell
- 25 you when there is not proper oversight and when there

- 1 are not strong rules, there are serious problems.
- I was firsthand involved many years ago with
- 3 something called chemical control in the City of
- 4 Elizabeth and the burning of hazardous waste at that
- 5 site.
- 6 I've been involved with recycling centers
- 7 that were nothing more than garage dumps that created
- 8 fires under Route 78.
- 9 I've been involved with recycling centers
- 10 that have not properly functioned in our state and
- 11 have been subject to many fines and violations.
- 12 So when you do not have proper oversight, we
- 13 have seen firsthand all types of chemicals getting out
- 14 into the environment.
- We also work with some very good companies
- 16 who do a great job who really protect the environment
- 17 and the communities around them and know how to handle
- 18 hazardous waste and work really hard to make sure that
- 19 when they do recycling, that they are protecting their
- 20 workers and the community around them. So we see both
- 21 sides. And we believe that these rules are a major
- 22 step in the right direction.
- 23 Sierra club had gone to court against the
- 24 old 2008 rules, and we believe that these rules move
- 25 in the right direction.

- 1 However, we also want to make sure that
- 2 we're not adding more exemptions and loopholes to
- 3 these rules.
- 4 We're also very concerned about the whole
- 5 exemption for certain solvents. We believe that they
- 6 should be developing closed-loop systems for those
- 7 solvents and not loopholes.
- 8 We believe, quite frankly, that there are
- 9 better ways to reuse and reduce those chemicals than
- 10 to have them being exempted.
- 11 We also believe that you have to have
- 12 cradle-to-grave regulations in place for these types
- 13 of materials, and that we should not allow any of
- 14 these materials to go off to incinerators, because
- 15 they end up into the environment and they end coming
- 16 back into those same communities.
- 17 We know from your own studies that
- 18 environmental justice communities -- and you know, we
- 19 use that term, quite frankly, I think, in a way that
- 20 does a disservice because it's not justice. These
- 21 comments have not seen justice. We hope that those
- 22 will bring some justice to these communities.
- As someone who grew up in the city of
- 24 Newark, in Hillside, and older industrial towns, I can
- 25 tell you that when they stick incinerators or when

- 1 they stick recycling centers or power lines or gas
- 2 substations or whatever it is, it's in those
- 3 communities.
- 4 We don't have battles over recycling centers
- 5 or solid waste facilities in places like Millburn and
- 6 Haddon, but we have them in places like Newark and
- 7 Jersey City and Millville and those communities.
- 8 And that's the concern that we have, that
- 9 not only are these facilities in these communities,
- 10 but the communities have no participation in what's
- 11 happening within those communities.
- 12 We believe that these rules need to be
- 13 transparent. They need to be open and there needs to
- 14 be a public process that brings in that community, not
- 15 only in making sure that those facilities are safe,
- 16 but also dealing with issues like transportation
- 17 egress and ingress.
- We've seen in many cases, you know, truck
- 19 after truck going past schools or going through
- 20 communities and neighborhoods with a lot of children
- 21 in them. And so transportation and the pollution from
- 22 the transportation should also be included in any
- 23 final rule.
- And we believe that, again, the people in
- 25 New Jersey in particular and nationally, you know,

- 1 support recycling but want to make sure it's done
- 2 right and it's done in a way that doesn't end up
- 3 hurting their communities.
- 4 We believe that also we need to strengthen
- 5 the releases of hazardous waste during storage and the
- 6 process itself by generators. We believe that no
- 7 hazardous materials are allowed to escape or be
- 8 discharged during that process, that we do a better
- 9 job dealing with stormwater and other things from
- 10 those sites. And we must remove the exemption for
- 11 tolling contractors.
- 12 We believe that there needs to be a robust
- 13 notification, containment, and involvement of the
- 14 communities. Otherwise, this rule will be a decent
- 15 rule but won't do the job.
- 16 And most importantly, we believe that there
- 17 should be no more further weakenings and no more
- 18 exemptions given to this rule.
- 19 There are too many people across this is
- 20 country who are impacted by these facilities and we
- 21 want to make sure that we do recycling, but we do it
- 22 right and that we do it in a way that doesn't cause
- 23 environmental problems to communities that already
- 24 have an overburden of health and environmental
- 25 problems.

25

1 Thank you very much. MS. DEVLIN: Thank you. Mr. Cutler. MR. CUTLER: Thank you. My name is Adam I'm the director of the Public Cutler, C-U-T-L-E-R. Health and Environmental Justice Law Project at the Law Center of Philadelphia. 8 Thank you for the opportunity to testify concerning the EPA's proposal to modify the 2008 10 definition of solid waste rule to create important new safeguards for the recycling of hazardous materials. 11 12 The Public Health and Environmental Justice 13 Law Project provides legal services to EJ communities 14 in Pennsylvania, primarily in and around Philadelphia. 15 The Project works closely with communities where 16 residents, mostly of color or poor or both, suffer 17 disproportionately from adverse health effects 18 associated with pollution. 19 Some of the EJ communities we work with, 20 like the City of Chester in Delaware County, Pennsylvania, or the neighborhood of the Hunting Park 21 22 in north Philadelphia, are located in close proximity 23 to facilities that are eligible to take advantage of 24 the exemptions and exclusions offered under the 2008

DSW rule. Our local communities, therefore, are

- 1 acutely affected by the very industry that would
- 2 receive more oversight under this proposed rule.
- 3 My comments today are not made on behalf of
- 4 any particular client group or community. They are,
- 5 however, rooted in the work I do with environmental
- 6 justice communities. I will provide more detailed
- 7 comments on the agency's proposal during the written
- 8 comment period.
- 9 But I speak today in general support of the
- 10 proposed rule. Also, though, to remind the agency of
- 11 its obligations to EJ communities in light of the
- 12 finding of the peer-reviewed EJ analysis of the 2008
- 13 rule and the obligations under Executive Order 12898
- 14 and to urge the agency to finalize the proposed rule
- 15 without accepting modifications that would weaken the
- 16 rule after strengthening the proposed rule in several
- 17 other respects.
- The reversal of the pernicious effects of
- 19 the 2008 rule is long overdue and the Law Center
- 20 applauds the EPA for undertaking this rule-making and
- 21 the historic and comprehensive environmental justice
- 22 analysis of the 2008 rule, which was designed to be
- 23 based on sound science and was thoroughly peer-
- 24 reviewed.
- 25 About 1.8 million tons of hazardous waste

- 1 are recycled annually in the U.S. and much of those
- 2 activities fall under broad exemptions from RCRA's
- 3 hazardous waste requirements. The proposed rule could
- 4 bring approximately 9,000 facilities under the
- 5 umbrella of improved federal oversight.
- 6 The majority of hazardous waste facilities
- 7 are located in low-income communities and communities
- 8 of color. They handle dangerous materials that include
- 9 solvents like benzene, toluene, TCE, and perchlorate,
- 10 which cause cancer, birth defects, and immune
- 11 disorders, as well as metals like lead, hexavalent
- 12 chromium, mercury, and arsenic, which are potent
- 13 neurotoxins and carcinogens.
- 14 These materials are no less hazardous to
- 15 human health and the environment when they are being
- 16 reclaimed than they are when being discarded. There
- 17 is no good reason that facilities that recycle these
- 18 hazardous materials should be excluded or exempted
- 19 from federal oversight.
- 20 EPA has documented over 200 damage cases of
- 21 sites contaminated by hazardous waste recycling. At
- 22 these facilities, air, groundwater, soils, and surface
- 23 waters were contaminated requiring state or federal
- 24 cleanups and in some cases Superfund designation.
- 25 Over half of these sites, according to EPA, were

- 1 associated with an existing recycling exclusion or
- 2 exemption from hazardous waste regulations.
- 3 Critically, according to EPA's draft EJ
- 4 methodology document, 74 percent of these damage cases
- 5 between 1982 and 2005 occurred due to the
- 6 mismanagement of recyclables. Stricter federal
- 7 oversight would have avoided that shameful history and
- 8 EPA now has the opportunity to make things right.
- 9 The peer-reviewed EJ analysis looked at the
- 10 existing 2008 DSW rule, which is already in effect in
- 11 six states, including New Jersey and here in
- 12 Pennsylvania. The EJ analysis found statistically
- 13 significant evidence that, one, facilities already
- 14 operating under the 2008 exemptions in New Jersey and
- 15 Pennsylvania are located in communities with a higher
- 16 percentage of people of color than state averages.
- 17 Further, in Pennsylvania a higher percentage
- 18 of people living below the federal poverty level are
- 19 also living near these hazardous waste recycling
- 20 facilities.
- 21 Two, damage cases were consistently located
- 22 in communities of color and low-income communities.
- 23 Three, EJ communities also tend to have the
- 24 highest population density. As a result, the
- 25 nationwide populations facing threats of toxic

- 1 exposures from hazardous waste recycling facilities
- 2 are disproportionately low income and
- 3 disproportionately nonwhite.
- 4 The 2008 DSW rule eliminated opportunities
- 5 for public participation in siting and permitting
- 6 decisions that exist under federal hazardous waste
- 7 regulations.
- 8 And fifth, that facilities exempt from
- 9 federal oversight under the 2008 rule tend to be
- 10 located in areas that face exposure to cumulative
- 11 impacts of multiple environmental hazards. These
- 12 communities are already in poor health from
- 13 environmental exposures as evidenced by high cancer
- 14 rates and high neurological hazard rates.
- 15 Executive order 12898 requires EPA to act on
- 16 the findings of this peer-reviewed EJ analysis and
- 17 address the disparate impacts that are already being
- 18 visited upon these communities under the 2008 rule.
- 19 Because the EJ analysis found that the
- 20 transfer-based exclusion and other regulatory gaps
- 21 created by the 2008 rule caused disparate impacts in
- 22 communities of color, EPA must now act to close those
- 23 loopholes by finalizing the improvements embodied in
- 24 the proposed 2011 DSW rule.
- The proposed rule would establish

- 1 enforceable permitting standards for hazardous waste
- 2 recycling facilities and provide communities to
- 3 participate meaningfully and demand protection from
- 4 these dangerous activities being conducted in their
- 5 neighborhoods.
- 6 By requiring transparency and recording
- 7 under the rule, communities will benefit, as their
- 8 right to know the quantity and identity of hazardous
- 9 waste being used and reclaimed in their neighborhoods
- 10 is vindicated.
- 11 Public notification and documentation of
- 12 compliance with speculative accumulation limit is
- 13 critical to this effort.
- 14 Requiring safety standards and manifests in
- 15 the transport of hazardous waste designed for
- 16 recycling and the regular inspection of hazardous
- 17 waste recycling facilities likewise helps communities
- 18 vindicate their right to know and importantly their
- 19 ability to identify facilities that are not complying
- 20 with all required safeguards and hold them
- 21 accountable.
- Further, communities will benefit from the
- 23 rules' efforts and prohibit sham recycling through the
- 24 mandatory use of all four of the EPA's proposed
- 25 legitimacy criteria.

1	In finalizing the proposed rule however, EPA
2	must ensure two things: First, it must stand strongly
3	against efforts to weaken the protections of public
4	health and the environment that the rule is designed
5	to achieve.
6	And second, EPA must strengthen the rule to
7	extend robust standards for notification, containment,
8	and recordkeeping to 32 additional hazardous recycling
9	activities that have historically caused substantial
10	environmental damages, often to EJ communities.
11	Some in the hazardous waste recycling
12	industry have urged and EPA in the processed rule
13	has suggested ways that the hazardous waste
14	recycling standards could be streamlined.
15	In finalizing the rule, EPA should resist
16	these efforts to reduce or eliminate standards for the
17	storage of hazardous waste to remove manifest
18	requirements for transporting hazardous materials to
19	eliminate reporting requirements or to eliminate
20	operating safeguards at hazardous waste recycling
21	facilities, such as personnel training, contingency
22	plans, and emergency procedures.
23	The ongoing health risk to communities, and
24	particularly EJ communities living near hazardous
25	waste facilities, is too high to allow the elimination

- 1 or relaxation of any of the proposed rule standards.
- 2 While resisting efforts to weaken the proposed rule,
- 3 EPA must also recognize that the rule as proposed must
- 4 be strengthened.
- 5 The EPA must clarify the definition of
- 6 containment in the rule by applying existing standards
- 7 for hazardous waste storage facilities so that the
- 8 rule's lack of any specific requirements for storage
- 9 and approved containers does not leave significant
- 10 safety gaps and difficulties in enforcement.
- 11 Second, the definition of containment must
- 12 be amended to prevent dangerous releases in the first
- 13 case rather than continuing existing exclusions many
- 14 hazardous secondary materials, even after an actual
- 15 release from the definition of waste.
- 16 Third, the EPA should define release with
- 17 greater clarity to ensure that even trace amounts of
- 18 hazardous substances, such as through stormwater
- 19 runoff, are considered illegal releases from storage
- 20 units.
- 21 Fourth, the EPA must remove the exemption
- 22 that allows off-site transport of unlimited amounts of
- 23 hazardous materials anywhere the country without
- 24 permits or even manifest to document the activity.
- 25 And fifth, EPA must eliminate land-based

- 1 storage of hazardous waste and surface impoundments or
- 2 waste piles prior to recycling, because a proposal
- 3 that lacks any standards for land-based storage the
- 4 practice, if left unchecked, will continue to create
- 5 grave risks of releases of hazardous waste to air,
- 6 soil, and water.
- 7 As the EPA's EJ analysis illustrates, EJ
- 8 communities will be impacted disproportionately by the
- 9 risks of contamination in land-based storage, and for
- 10 that reason, among many others, the practice must be
- 11 eliminated.
- 12 Again, I commend the EPA for the careful and
- 13 the methodical approach it has taken in analyzing the
- 14 impacts of the existing 2008 DSW rule on EJ
- 15 communities and in crafting the proposed 2011 DSW rule
- 16 to correct many of the flaws of the predecessor rule.
- 17 EPA must now act promptly to strengthen and
- 18 then finalize the proposed rule so that all Americans,
- 19 whether they live in vulnerable communities of color
- 20 and of poverty or in more affluent suburbia, can once
- 21 and for all enjoy the hazardous waste protections
- 22 mandated under
- 23 RCRA.
- Thank you for the opportunity to comment.
- MS. DEVLIN: Thank you.

- 1 Mr. Steed, please.
- 2 MR. STEED: Hello. Thank you for the
- 3 opportunity to speak in favor of robust oversight of
- 4 the solid waste recycling industry.
- 5 My name is John Steed, J-O-H-N, S-T-E-E-D.
- 6 I'm an intern at the Public Interest Law
- 7 Center of Philadelphia. I'm also a law student and a
- 8 father. And trying to raise a four-year-old while in
- 9 law school has been a real blessing to me, because at
- 10 the same time I've been learning to think like a
- 11 lawyer where the focus can be too much on whether
- 12 something is legally permissible, not whether it's
- 13 just.
- 14 I've been also working to raise a child who
- 15 knows right from wrong. So it's real basic things.
- 16 If you make a mess, clean it up. Don't hurt other
- 17 people. And, you know, be careful with that stick,
- 18 you're going to hurt somebody.
- 19 So I was really proud the other day when we
- 20 were walking along the street and she pointed
- 21 accusingly at a soda bottle someone had thrown on the
- 22 ground and just angry as could be, she ran over it to
- 23 and said "Litter, it's litter. I hate litter." And
- 24 she picked it up. And then half accusingly and half
- 25 questioningly she said, "Grownups do it. They know

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1 better."
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- To me, that's in a nutshell. It really
- 3 doesn't matter that litter doesn't hurt anybody that
- 4 badly. It doesn't matter in my nice neighborhood
- 5 there are people who come around every few days and
- 6 pick it up. What matters is that grownups do it and
- 7 they know better.
- 8 It's just wrong. It's not fair to listen to
- 9 a four-year-old, or a city worker to pick it up, when
- 10 they just couldn't be bothered to take care of it
- 11 properly.
- 12 So I'd like to keep this very simple, even
- 13 sort of childish sense of right and wrong in mind as I
- 14 move to the topic at hand.
- Because what industry says about these
- 16 regulations is true. It's going to cost more if
- 17 stricter rules are passed. Cost will go up if they
- 18 have to be more careful with dangerous things.
- 19 They're going to have to work to make sure
- 20 that hazardous materials are safely contained.
- 21 They're going have to show that transported
- 22 waste actually arrived at its destination.
- And they're going to have to submit
- 24 themselves to public scrutiny to ensure that they're
- 25 doing what they're supposed to be doing to protect the

- 1 people of this country.
- 2 And Sierra Club and other environmental
- 3 organizations are right too. If regulations aren't
- 4 tightened, the number of contaminated hazardous waste
- 5 recycling sites, over 200 at the last count, will keep
- 6 rising. And more people will be exposed to benzene
- 7 and perchlorate and other toxics and they will be
- 8 greater instances of cancer, birth defects, and immune
- 9 diseases because of it, and more lead and mercury and
- 10 arsenic would be released, impairing children's
- 11 development and stifling their potentials.
- 12 As regulators, I think you're often in a
- 13 position of deciding, you know, how to balance the
- 14 economic burdens of regulation on one hand -- losses
- 15 to investors, increased cost to consumers, and just
- 16 the general growth of a regulatory apparatus -- on the
- 17 one hand, against the harms of not acting as
- 18 aggressively -- shorter lives, more cancer, dirtier
- 19 air -- on the other.
- I would put the issue to you not as a
- 21 balancing between these competing interests but with a
- 22 really simple question: Who should pay?
- Because if industry doesn't pay with
- 24 increased time, effort, and care, the people in the
- 25 poorest and least empowered communities around us will

- 1 pay.
- They'll pay as they're home sick, missing
- 3 work or school. They'll pay as they sit in hospital
- 4 beds holding their mothers' or their brothers' hands,
- 5 and they'll pay with their good health and their
- 6 children's futures. And why should they pay?
- 7 Industry derives the benefits. They make
- 8 money dealing with society's waste and it's a valuable
- 9 service. And I don't fault them for their
- 10 livelihoods. But they derive the benefit, so they
- 11 should incur the costs. If they make a mess, they
- 12 should clean it up. They shouldn't hurt other people.
- 13 And they should be very, very careful with sticks
- 14 because it's going to hurt somebody.
- 15 Thank you.
- MS. DEVLIN: Thank you.
- 17 I'm going to go ahead to the people who
- 18 signed up this morning to speak, because I think we've
- 19 covered all of our preregistered speakers for this
- 20 morning.
- 21 Mr. Kopik or Kopec.
- MR. KOPEC: Excuse me. I have a cold coming
- 23 on, so I'll work through that.
- Good morning. My name is Ted Kopec, K-O-P-
- 25 E-C. I'm currently a student at the Earle Mack School

- 1 of Law and an intern with the Public Health and
- 2 Environmental Law Clinic at the Public Interest Law
- 3 Center of Philadelphia.
- 4 Thank you for the opportunity to testify
- 5 today concerning EPA's proposed revision of the
- 6 definition of solid waste rule which would strengthen
- 7 regulation and oversight on those who recycle
- 8 hazardous and solid wastes.
- 9 The EPA has already found through its own
- 10 environmental justice analysis study that cases where
- 11 toxic releases have occurred in the past, so-called
- 12 "damage cases," are consistently located in
- 13 communities of color and low-income communities.
- 14 55.8 percent of them are cited in
- 15 communities with more people of color than the
- 16 relevant statewide average and 69 percent have higher
- 17 low-income representation than the statewide average.
- 18 The location of these damage cases naturally coincides
- 19 with the location of the facilities themselves.
- When Congress first enacted 42 U.S.C. 6901,
- 21 it was with the intent to protect the overall
- 22 environment, including those individuals who resided
- 23 near these facilities. It is logical to conclude that
- 24 when we weaken regulations designed to control those
- 25 whose deal in solid waste management, the risk of

- 1 these damage cases increases. And that risk is placed
- 2 unfairly on the shoulders of such communities as the
- 3 one, for example, in Chester, Pennsylvania.
- 4 PILCOP has had a long relationship with the
- 5 residents of Chester, working with them to improve the
- 6 environmental conditions that exist within their
- 7 community. However, such efforts would be greatly
- 8 damaged if the current regulations were not greatly
- 9 strengthened.
- 10 For example, one of the prominent sites in
- 11 Chester is located at Jeffrey Street and Delaware
- 12 Avenue. The site was formally owned by PECO Energy
- 13 Company and it's 90 acres bordering the Delaware
- 14 River.
- 15 Prior uses included coal-fired electricity
- 16 generation, coke and steel production, industrial
- 17 chemical and resin manufacturing, but most
- 18 importantly, hazardous waste recycling.
- 19 And under those rules, and following the
- 20 cleanup of a badly contaminated 17-acre section of the
- 21 property in 2001, private developers have since
- 22 converted the site for a commercial and residential
- 23 use.
- Such efforts are a step forward to bringing
- 25 greater environmental justice to areas such as Chester

- 1 but will be infinitely more difficult and yield less
- 2 results if the regulations needed to keep these areas
- 3 safe, while the hazardous waste recycling continues,
- 4 are not as strong as they should be.
- I therefore urge the EPA to adopt the
- 6 stronger regulations considered to reduce the threat
- 7 of the harms caused by solid waste recycling.
- 8 And I thank you again for the opportunity to
- 9 comment.
- MS. DEVLIN: Thank you.
- 11 Mr. Walker.
- 12 MR. WALKER: My name is Matt Walker, W-A-L-
- 13 K-E-R. I'm the community outreach associate with the
- 14 Clean Air Council.
- On behalf of the Clean Air Council, I want
- 16 to thank the U.S. EPA for the opportunity to comment
- 17 on its proposed rule concerning the definition of
- 18 solid waste.
- 19 The Clean Air Council is a nonprofit
- 20 environmental and public health advocacy organization
- 21 that seeks to protect everyone's right to breathe
- 22 clean air. The Council was incorporated in 1967 and
- 23 operates in Pennsylvania, Delaware and New Jersey.
- The purpose of my testimony today is
- 25 twofold. First, I strongly support EPA's proposed

- 1 rule restoring federal oversight of hazardous waste
- 2 recycling. And I urge the EPA to strengthen and
- 3 clarify standards in order to prevent harm to human
- 4 health and the environment.
- 5 Second, I support the EPA's environmental
- 6 justice analysis, the proposed rule and the
- 7 consideration of how hazardous waste facilities have a
- 8 disproportionate impact on low-income communities and
- 9 communities of color.
- 10 First, as a resident of the Philadelphia
- 11 area, I'm personally concerned about the grave threats
- 12 to my community posed by hazardous wastes recycling.
- 13 The EPA has documented over 200 sites
- 14 contaminated by hazardous waste recycling where air,
- 15 groundwater, soil, and surface water were contaminated
- 16 by highly dangerous substances during hazardous waste
- 17 recycling operations.
- 18 These cleanups required federal and state
- 19 support often under Superfund authority. At a time of
- 20 such economic turmoil, it is troubling to know that
- 21 the average annual cost of cleaning up contamination
- 22 caused by this hazardous recycling is \$86 million.
- I urge the EPA to close the gaps in the 2008
- 24 DSW rule so that communities can be protected from
- 25 hazardous materials. The EPA must require permitting

- 1 for all hazardous waste recycling activities. This
- 2 requirement will allow community members to
- 3 participate in making decisions about dangerous
- 4 activities that affect their lives. The EPA should
- 5 also require transparency and reporting as part of
- 6 this rule.
- 7 I have the right to know the quantity and
- 8 identity of hazardous waste that is stored and
- 9 recycled in my community and what safeguards are being
- 10 taken to prevent releases.
- 11 Further, the EPA must ensure that inspection
- 12 occurs with sufficient frequency to make sure that
- 13 hazardous waste generators and recyclers are complying
- 14 with all required safeguards.
- 15 Second, the EPA must consider environmental
- 16 justice in the promulgation of this rule. Cases where
- 17 toxic releases have occurred in the past are
- 18 consistently located in communities of color and low-
- 19 income communities. Facilities located in
- 20 environmental justice communities are usually in the
- 21 densest communities.
- Therefore, the total population nationwide
- 23 facing the threat of toxic exposure is
- 24 disproportionately low income and nonwhite.
- 25 Ultimately, this rule is about protecting

- 1 public health and the environment. I'm hopeful that
- 2 the EPA will take the necessary steps to protect my
- 3 health and those that are most vulnerable and
- 4 disadvantaged.
- 5 Thank you again for this opportunity to
- 6 testify. The Council reserves its rights to provide
- 7 more complete comments during the open comment period.
- 8 Thank you.
- 9 MS. DEVLIN: Thank you.
- 10 Mr. Krier.
- MR. KRIER: Good morning. My name is Brian
- 12 Krier, K-R-I-E-R. I'm a third-year law student at the
- 13 Drexel University Earle Mack School of Law and a
- 14 participant in the Public Health and Environmental Law
- 15 Field clinic at the Public Interest Law Center in
- 16 Philadelphia.
- 17 I would like to thank the EPA for the
- 18 opportunity to comment in support of the EPA's
- 19 definition as it is a large step in the right
- 20 direction towards repairing the critical public health
- 21 and environmental protections damaged by the 2008
- 22 rule.
- 23 However, while I support the proposed rule,
- 24 I urge that the EPA take further action to remove the
- 25 broad exclusions for generators and recyclers of

- 1 hazardous secondary materials and strengthen the
- 2 containment, notification, and recordkeeping standards
- 3 for these -- for these entities to be consistent with
- 4 RCRA's Subtitle C Hazardous Waste Regulations.
- 5 First, the 2008 DSW rule is inconsistent
- 6 with the legislative findings and broad policy
- 7 objective declared by Congress when enacting RCRA in
- 8 1976 to protect human health and the environment.
- 9 Second, the proposed DSW rule must ensure
- 10 that low-income and minority communities are not
- 11 subject to disproportionately adverse health risks as
- 12 a result of these lax regulatory standards.
- When RCRA was enacted, Congress recognized
- 14 with respect to the environment and health that
- 15 disposal of solid waste and hazardous waste in or on
- 16 the land without careful planning and management can
- 17 present a danger to human health and the environment.
- 18 Accordingly, Congress declared the policy of
- 19 the United States to promote the protection of health
- 20 and the environment by assuring that hazardous waste
- 21 management practices are conducted in a manner which
- 22 protects human health and the environment.
- 23 The 2008 DSW rule is inconsistent with
- 24 Congress's explicit declaration that careful,
- 25 responsible waste management is necessary for the

- 1 protection of public health and the environment.
- 2 By excluding broad categories of materials
- 3 and activities from the Subtitle C program, the 2008
- 4 rule fails to ensure that the public health is
- 5 protected from a generation storage and recycling of
- 6 hazardous materials. In particular, the containment
- 7 provision needs careful examination and revision.
- 8 As it is currently enacted in the CFR, the
- 9 bare requirement that the material be contained lacks
- 10 any standards whatsoever to ensure that hazardous
- 11 materials are not released into the environment prior
- 12 to transport or recycling.
- 13 Without any preventative standards governing
- 14 the storage of such hazardous materials, the bare
- 15 assertion that the material be contained seemingly
- 16 falls short of RCRA's overarching goal of protecting
- 17 health and the environment through responsible
- 18 hazardous waste management.
- 19 Such a broad exclusion from RCRA Subtitle C
- 20 regulations subjects both the public and general and,
- 21 in particular, low-income and minority communities to
- 22 increased risk of harm, a disparity that the EPA has
- 23 explicitly recognized in its own environmental justice
- 24 analysis of the 2008 rule.
- 25 For example, the EPA has found that

- 1 facilities in Pennsylvania, New Jersey, and Iowa
- 2 already operating under the current 2008 DSW exemption
- 3 are located in areas with higher percentages of low-
- 4 income and minority populations.
- 5 In addition, the EPA has also found that
- 6 general toxic releases in damage cases have occurred
- 7 disproportionately in these underrepresented
- 8 communities.
- 9 These disparities are consistent with
- 10 historical trends suggesting that the effects of lax
- 11 regulation of polluting activities tend to fall
- 12 particularly hard on those communities and those
- 13 segments of the public that are economically and
- 14 politically disadvantaged.
- 15 Therefore, a requirement as for lax of the
- 16 current containment rule -- it fails to address the
- 17 disproportionate risk of toxic releases in low-income
- 18 and minority communities -- only perpetuate this
- 19 historical trend that undermines basic principles of
- 20 fairness, equality, and justice.
- 21 The containment provision must be amended to
- 22 ensure that the standards for storage prior and during
- 23 recycling are identical to the standards at treatment,
- 24 storage, and disposal facilities.
- This is particularly reasonable in light of

- 1 EPA's own conclusion that many reclamation activities
- 2 actually do involve the discard of hazardous
- 3 materials, putting these activities well within the
- 4 statutory definition of hazardous waste and within the
- 5 purview of Subtitle C regulation.
- As the EPA has recognized, notification
- 7 prior to operating under the exclusion and enhanced
- 8 recordkeeping requirements are necessary to the full
- 9 operation of the RCRA program.
- 10 Only when these regulations are consistent
- 11 with the Subtitle C hazardous waste program will the
- 12 law truly achieve the policy objectives as declared by
- 13 Congress when enacting RCRA in 1976 in order to
- 14 protect public health and the environment from
- 15 irresponsible waste disposal practices.
- 16 In conclusion, while the proposed rule's a
- 17 step in the right direction, more progress must be
- 18 made to ensure that the critical policy objectives of
- 19 RCRA are given the full force of law and the
- 20 principles in environmental justice are achieved.
- 21 I would like to thank EPA again for
- 22 soliciting public comments and allowing me the
- 23 opportunity to lend my support to the proposed rule.
- Thank you.
- MS. DEVLIN: Thank you.

- 1 Mr. Winget.
- 2 MR. WINGET: Hello again. Good morning.
- 3 Thank you for the opportunity to speak. My name is
- 4 Brendan Winget, W-I-N-G-E-T. I am a third-year
- 5 student at Drexel University's Earle Mack School of
- 6 Law. And I work in the Public Health Health
- 7 Environmental Law Field Clinic at the Public Law
- 8 Center of Philadelphia.
- 9 Pennsylvania citizens, particularly people
- 10 of color and those with low incomes, have suffered
- 11 from exposure to hazardous waste since long before the
- 12 previous administration weakened oversight of the
- 13 hazardous waste recycling industry through the
- 14 definition of solid waste rule.
- 15 Although reversing these changes is
- 16 certainly a necessity, that alone is not enough. The
- 17 rule must be strengthened to better protect those who
- 18 suffer a disparate effect from sites processing
- 19 hazardous material in their communities.
- One powerful example is right here in
- 21 Philadelphia. At 3110 Castor Avenue in a community
- 22 where more than half of the residents are people of
- 23 color, with nearly a third living below the poverty
- 24 line, there's a facility known by the pleasant name of
- 25 the Franklin Slag Pile. A Mid-Atlantic Superfund

- 1 site.
- 2 The slag pile covers an area of about 4
- 3 acres with 68,000 cubic yards of copper slag. While
- 4 the site was active, it spread material in all
- 5 directions, carried away by the wind and coating local
- 6 sidewalks and storm drains.
- 7 Shortly before the facility closed in late
- 8 1999, it was cited by the EPA for releasing lead into
- 9 the Delaware River through stormwater runoff.
- 10 Slag samples from the site revealed total
- 11 lead concentrations of over 9,000 micrograms per liter
- 12 with some leachable concentrations reaching 35,000
- 13 micrograms per liter.
- 14 The pile also released toxic contaminants
- 15 into the air including beryllium as well as copper and
- 16 lead. The same facility, were it operational today,
- 17 would be exempt from regulation under the 2008
- 18 definition of solid waste rule.
- 19 Further, when the operation was no longer
- 20 profitable, the acres of slag were abandoned and the
- 21 community was left with a vast area of unattended
- 22 contaminated waste in its midst.
- As a result, it was necessary in the year
- 24 2000 for the EPA to perform an emergency cleanup of
- 25 the site. They removed 20 tons of bagged slag, 246

- 1 tons of hazardous debris, and 12,000 tons of
- 2 contaminated soil and slag.
- 3 There is a significant cost associated with
- 4 these commercial hazardous waste recycling operations,
- 5 and yet it is not paid for by those who profit from
- 6 them but rather by the communities which they infest,
- 7 in the currency of our citizens' health and well-
- 8 being.
- 9 And when these unsafe facilities are
- 10 abandoned by their operators, government agencies are
- 11 forced to shoulder the cost of cleaning up after them.
- 12 Considerations of justice or even simple fairness
- 13 demand that the cost of something be paid by those who
- 14 benefit from it, not inflicted upon those who have
- 15 little power to protest.
- 16 Justice to man is not only the reversal of
- 17 the exemptions in the 2008 DSW rule, but the reg --
- 18 but that regulations over hazardous waste processing
- 19 be strengthened to protect those who have been forced
- 20 to suffer so unfairly for so long.
- Thank you for the opportunity to comment.
- MS. DEVLIN: Thank you.
- Is there anybody else in the audience who
- 24 wishes to speak?
- 25 At this point since we've gotten through all

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71
   of the speakers for this morning, we're going to take
   about a half-an-hour break. We'll reconvene about
   quarter to 12 to see if there are any other speakers.
              Thank you.
 5
                    (Whereupon, a short recess was taken.)
7
              MS. DEVLIN: Okay. Good morning again.
    just want to ask is there anyone else in the audience
   who would like to speak before we officially break for
11
   lunch?
12
              Okay. Hearing not, we have additional
13
    speakers lined up for this afternoon, so I'm going to
   again take a break. We will resume this meeting at 1
14
15
   o'clock with our afternoon speakers.
16
              Thank you.
17
18
                    (Whereupon, a luncheon recess was
19
                    taken.)
20
21
             MS. DEVLIN: Okay. Good afternoon. I think
22
   we'll begin this afternoon's session of our public
23
   meeting on EPA's proposed rule for the definition of
24
   solid waste.
25
              I'm not going to go over the summary of the
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- 1 rule that I read this morning. But I'd like to
- 2 introduce the members of the panel. I'm Betsy Devlin.
- 3 I am the acting director of the materials recovery and
- 4 waste management division in EPA's Office of Resource
- 5 Conservation and Recovery and I will chair the session
- 6 of this public meeting.
- 7 With me on the panel this afternoon are
- 8 Richard Huggins in our division in Washington; Marilyn
- 9 Goode, who's the chair of the -- the workgroup chair
- 10 on the definition of solid waste rule; and Charlotte
- 11 Mooney, who's the chief of the recycling and generator
- 12 branch. And Charlotte will be acting as our
- 13 timekeeper this afternoon.
- Just going over a few of the logistics for
- 15 this afternoon's meeting, for those speakers who
- 16 preregistered, you are generally assigned a time
- 17 session when you are scheduled to give your five to
- 18 ten minutes of testimony. I will call the speakers to
- 19 the front.
- When I call your name, please move to the
- 21 microphone, state your name and your affiliation for
- 22 the court reporter. And we may ask you to spell your
- 23 last name for the court reporter. She is transcribing
- 24 all of the comments for the official record of this
- 25 meeting.

- Once all of our preregistered speakers have
- 2 had a chance to speak, we will call those who have
- 3 registered to speak on-site today.
- 4 Your testimony this afternoon will be
- 5 limited to ten minutes. And we will hold up cards to
- 6 let you know when your time is getting low. When we
- 7 hold up the yellow card, you have one minute to speak.
- 8 And when the red card is held up, your time is up and
- 9 you should stop speaking. And when you've completed
- 10 speaking, please return to your seat.
- If you have brought a written copy of your
- 12 testimony, we ask that you place it in the box on the
- 13 registration table.
- 14 And also please remember, if you don't get a
- 15 chance to finish your oral remarks, your written
- 16 comments will be entered into the record just as if
- 17 you had provided them orally. And also remember that
- 18 you may submit written comments to EPA up until
- 19 October 20th.
- Our goal today is to ensure that everyone
- 21 who has come today to present testimony is given the
- 22 opportunity to provide that testimony. And we will do
- 23 our best to accommodate all of the speakers.
- We are scheduled to close at 7 o'clock
- 25 tonight, but we will go longer if it is necessary.

- 1 And as we said before, if for time reasons you don't
- 2 get to present your comments orally, you can submit
- 3 them in writing. And again, they will be considered
- 4 just as though you had given them orally.
- 5 And if there is someone here who has not yet
- 6 registered to do so and would like to speak, we ask
- 7 you to sign up at the registration table.
- 8 Also at the registration table we have an
- 9 overview of the 2011 DSW proposal, and that also
- 10 includes instructions on how to submit your written
- 11 comments.
- 12 Again, if you have a cell phone, we would
- 13 ask that you either turn it off or turn it to vibrate.
- 14 And if you need to use your phone during the meeting,
- 15 if you would just move to the lobby or just somewhere
- 16 outside the meeting room.
- With that, again, I thank you all for coming
- 18 and we will get started.
- Our first speaker this afternoon is Ms.
- 20 Miller-Travis. Please come forward.
- 21 MS. MILLER-TRAVIS: Thank you, Ms. Devlin.
- 22 Thank you to EPA for the opportunity to discuss with
- 23 you further concerns about the definition of solid
- 24 waste rule.
- I want to say that the paucity of people in

- 1 attendance does not reflect the lack of concern for
- 2 communities that are potentially impacted by this
- 3 issue.
- 4 Many people, as you know, are just getting
- 5 their kids back to school or coming off vacations. 36
- 6 hours ago I was on a beach in South Carolina having a
- 7 great old time, thank you very much. And thanks to
- 8 you and the RCRA office, I am here in Philadelphia
- 9 today.
- But again, the paucity of attendance does
- 11 not belie the concern of communities about these
- 12 issues.
- 13 I'm representing the Maryland Commission on
- 14 Environmental Justice and Sustainable Communities.
- 15 I'm vice chair of the commission.
- 16 I also serve as a member of the National
- 17 Environmental Justice Advisory Council and along with
- 18 Earth Justice and EPA -- Earth Justice and Sierra Club
- 19 have been following this issue for some time.
- 20 I brought a copy of props -- not really a
- 21 prop but I want to share it with you. These -- this
- 22 is a list of facilities that would fall under the
- 23 exemption that are here in the Philadelphia Metro
- 24 area. They includes sites in Camden, New Jersey, and
- 25 Gloucester County, and other nearby Southern New

- 1 Jersey counties.
- 2 But these are some of the facilities and
- 3 these are the things that they're dealing with in
- 4 their communities. So I'm just going to give these to
- 5 you all to look at.
- 6 MS. DEVLIN: Wonderful.
- 7 MS. MILLER-TRAVIS: You can keep if you like
- 8 and return.
- 9 I want to just highlight some of the issues
- 10 that we have concerns about. And then I want to spend
- 11 a little bit of time talking about the extraordinary
- 12 environmental justice analysis that you all undertook
- 13 on as a part of the definition of solid waste.
- 14 So hazardous waste recycling poses greats
- 15 threats to communities and must be strictly regulated.
- 16 Unregulated hazardous waste recycling often involves
- 17 midnight dumping, spills, sloppy management, fly-by-
- 18 night operations, and abandonment of large quantities
- 19 of hazardous waste.
- There's a community nearby here called
- 21 Chester, Pennsylvania. If you took the train up, you
- 22 saw it just as you were leaving Wilmington. You'll
- 23 see heavy industry and you'll see lots of small little
- 24 houses right up and next to that heavy industry.
- This is an issue that has plagued the City

- 1 of Chester, Pennsylvania, for many, many years. And
- 2 the Pennsylvania Department of Environmental
- 3 Protection has been working to try and stop this fly-
- 4 by-night practice of dumping in and near this
- 5 community.
- 6 EPA documented 218 sites contaminated by
- 7 hazardous waste recycling where air, groundwater,
- 8 soil, and surface water were contaminated by highly
- 9 dangerous substances during hazardous waste recycling
- 10 operations requiring state or federal hazardous waste
- 11 cleanup often under Superfund authority.
- 12 Hazardous waste released at such sites
- 13 include solvents such as benzene, toluene, TCE, and
- 14 perchlorate -- and cause cancer, birth defects, lupus,
- 15 and immune disorders -- and metal such as lead,
- 16 hexavalent chromium, mercury, and arsenic, which are
- 17 potent neurotoxics and carcinogens.
- The majority of hazardous waste recycling
- 19 facilities are located in low-income communities and
- 20 communities of color. The average annual cost of
- 21 cleaning up contamination caused by hazardous waste
- 22 recycling is \$86 million.
- The impact of this rule is substantial.
- 24 Over 1.8 million tons of hazardous waste or nearly 4
- 25 billion gallons are recycled annually by U.S.

- 1 companies, much of it under broad exemptions
- 2 from hazardous waste requirements.
- 3 EPA's proposed 2011 DSW rule potentially
- 4 affects about 9,000 facilities handling hazardous
- 5 waste. But EPA must close the gaps in the 2008 Bush
- 6 DSW rule to protect communities.
- 7 You should require permitting for all
- 8 hazardous waste recycling activities.
- 9 You should require adequate and enforceable
- 10 standards for storage of hazardous waste to prevent
- 11 releases.
- 12 You should require transparency and
- 13 reporting.
- 14 You should require safety in the transport
- 15 of hazardous waste. This is a huge issue in
- 16 environmental justice communities.
- 17 You should require regular inspection of
- 18 hazardous waste recycling facilities and establish
- 19 enforceable criterion for legitimate recycling.
- 20 As I mentioned at the 2009 hearing that the
- 21 agency had on the 2008 proposed rule, the issue of
- 22 sham recycling is one of the critical issues that led
- 23 to the emergence of the environmental justice movement
- 24 to begin with, sham recyclers operating across the
- 25 Deep South in EJ communities across the country and

- 1 tribal communities.
- 2 So to take us back to a place where
- 3 recycling or sham recycling business can have a free
- 4 hand in what they do, what they transport, what they
- 5 store takes us back to the beginning of a situation
- 6 that we thought we were 25 years beyond. And so these
- 7 communities are particularly concerned that EPA not
- 8 take steps back but in fact take steps forward.
- 9 That recyclers must show that they have met
- 10 criteria by submitting documentation to the state or
- 11 to EPA. They cannot just say that they are recycling
- 12 these substances. They must be able to demonstrate in
- 13 concrete terms, in writing, in manifest, what they're
- 14 doing and how they're doing it.
- 15 EPA must consider environmental justice. In
- 16 2009, pursuant to concerns raised by the
- 17 environmental, environmental justice, and public
- 18 health community, EPA agreed to perform an
- 19 environmental justice analysis to determine potential
- 20 impact of the Bush 2008 DSW rule.
- 21 And I just want to take a minute to stop and
- 22 to thank your office and your staff and all the people
- 23 who were involved in and undertaking the first ever
- 24 environmental justice analysis of an EPA rule. 355
- 25 pages I think would have to register as really

- 1 significant. And I did read every single page and
- 2 every single sentence. And it's really good. It's
- 3 really extraordinary.
- 4 But one of the -- the main pieces that I
- 5 want to mention is that you come to the same
- 6 conclusion that we who are working on this issue have
- 7 come to. And I just want to read exactly what you
- 8 said in the rule in terms of findings.
- 9 Finding number one, hazardous secondary
- 10 material recycling does pose significant potential
- 11 hazards.
- 12 And finding number two, the possibility of
- 13 hazards from hazardous secondary materials recycling
- 14 adversely impacting human health and the environment
- 15 is increased under the 2008 DSW final rule. And you
- 16 also found that indeed minority communities and low-
- 17 income communities would be adversely affected by that
- 18 2008 proposed rule as it was delineated then.
- 19 So then what do we do about it? You went to
- 20 extraordinary lengths to do the analysis. We, Earth
- 21 Justice and Sierra Club and others, did do a rather
- 22 thorough analysis of our own and then you went a few
- 23 steps further in your own demographic analysis of the
- 24 data that we provided to you, particularly around the
- 25 damage case sites.

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              I want to commend the agency for the
   extraordinary efforts that you went to, the lengths
   that you went to, the detailed information that you
   put in there. But we come to two different -- two
   different areas of analysis.
              You agree that in environmental justice
    communities, low-income, tribal, communities of color,
   would be adversely affected, and you document that in
    rather detailed extraordinary description in the
    environmental justice analysis.
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11
              But at the end of the day, you do not say
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    that anything different needs to happen.
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    acknowledge that in fact these communities and
    constituencies would be adversely affected, but yet
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15
    the rule does not say that therefore we should do
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    something dramatically different or hazardous waste
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    recycling should do something dramatically different.
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              So we have a few suggestions about perhaps
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   how it could be improved.
20
              Cases where toxic release have incurred in
21
    the past are consistently located in communities in --
22
    communities of color and low-income communities. 55.8
23
   percent of them are cited in communities with more
   people of color than the relevant statewide averages.
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And 69 percent have higher low-income representation

- 1 than the statewide average.
- 2 In general, these facilities located in
- 3 environmental justice communities are also in the
- 4 densest communities. Therefore, the total population
- 5 nationwide facing the threat of toxic exposure is
- 6 disproportionately low income and nonwhite and
- 7 disproportionately denser populations of people, so
- 8 more people would be affected given where these
- 9 facilities are today.
- 10 The 2008 DSW rule allows communities fewer
- 11 opportunities for public participation in siting and
- 12 permitting decisions than federal hazardous waste
- 13 regulations currently require.
- 14 The facilities exempt from federal controls
- 15 in this rule are often located in areas that already
- 16 face exposure to multiple environmental hazards and
- 17 already have high cancer rates and neurological hazard
- 18 waste as a result of exposure to these pollutants.
- 19 In order to comply with Executive Order
- 20 12898 on environmental justice issued by President
- 21 Clinton in 1994, EPA must not ignore the findings of
- 22 its environmental justice analysis. Given a finding
- 23 that the transfer-based exclusion and other gaps in
- 24 regulation in the 2008 rule caused disproportionate
- 25 impacts, EPA must follow through on finalizing the

- 1 improvements in the 2011 proposed rule.
- 2 EPA must not incorporate any proposal
- 3 alternatives for streamlining hazardous waste
- 4 recycling standards in the final rule. And EPA must
- 5 strengthen the proposed 2011 DSW rule to protect
- 6 communities.
- 7 You should clarify the definition of what is
- 8 a release. Eliminate the exemption for tolling
- 9 contractors -- and my colleague Abby Dillen is going
- 10 to talk much more about that -- eliminate land-based
- 11 storage of hazardous waste. And EPA must extend
- 12 requirements to all hazardous waste recycling.
- Now, a little bit more about the
- 14 environmental justice analysis.
- Thank you, Ms. Mooney.
- 16 The findings of the environmental justice
- 17 analysis show that facilities already operating under
- 18 the 2008 DSW exemption in Iowa, New Jersey, and
- 19 Pennsylvania are located in communities with a higher
- 20 percentage of people of color.
- 21 Cases where toxics releases have occurred in
- 22 the past, damage cases are consistently located in
- 23 communities of color and low-income communities.
- 24 The remaining gaps that threaten
- 25 communities, specifically, EPA must strengthen the

- 1 standard that -- defining containment to prevent
- 2 releases of hazardous waste recycling during the
- 3 storage and recycling process of hazardous waste
- 4 generators.
- 5 Clarify the definition of what constitutes a
- 6 release. Remove the exemption for tolling
- 7 contractors. EPA must not weaken the proposed rule.
- 8 Furthermore, you need to establish more
- 9 stricter safeguards for hazardous waste recycling
- 10 involving transfer from one company to another,
- 11 stricter protections against sham recycling in the
- 12 form of four mandatory legitimacy criteria that must
- 13 be met by all hazardous waste recyclers, and establish
- 14 robust standards for notification, containment and
- 15 recordkeeping for 32 additional hazardous waste
- 16 recycling operators that have historically caused
- 17 substantial environmental damage.
- And, of course, I will be providing written
- 19 comments as well. Thank you so much.
- MS. DEVLIN: Thank you.
- Ms. Dillen.
- MS. DILLEN: Good afternoon. And thank you
- 23 so much all of you for being here.
- 24 My name is Abigail Dillen. I'm here on
- 25 behalf of Earth Justice.

- 1 And I want to begin by saying absolutely the
- 2 most sincere thank you. We are in a very different
- 3 place today than we were in 2008 when we were raising
- 4 a host of concerns about the rule.
- 5 And the care that your staff has taken in
- 6 not only revisiting those issues that we had raised,
- 7 but actually thinking through possibilities to address
- 8 some of the concerns that we had raised is very much
- 9 apparent.
- 10 And so we appreciate all the work that's
- 11 gone into this proposal. And we're really pleased to
- 12 see that some of the things that we were most
- 13 concerned about really have been addressed.
- 14 And I want to start by saying and echoing
- 15 what Vernice has said about the environmental justice
- 16 analysis. This is what we hoped it would be, which is
- 17 a model for how EPA can really do a principal job of
- 18 environmental justice going forward. We think it is a
- 19 tremendous model. We understand the work that went
- 20 into it.
- 21 And I have had the pleasure of working with
- 22 EPA in many different programs. I've gotten questions
- 23 from staff and many different -- water division, the
- 24 air division, saying, you know, what do you all think
- 25 would be a good environmental justice analysis?

- 1 And I've been really pleased to be able to
- 2 say we think there's a model out there. Why don't you
- 3 look at the analysis that's been done for the
- 4 definition of solid waste rule. So thank you for
- 5 that.
- But I do want to flag, echoing Vernice
- 7 again. What I see is a disconnect between the
- 8 conclusions that the environmental justice analysis
- 9 yielded and the statement in the preamble for the
- 10 proposed rule, which says that the impact that's been
- 11 identified has been addressed, because this proposal
- 12 would be more protective than the rule that's
- 13 currently in place.
- 14 And I take that to be sort of it could be a
- 15 worse standard. I don't think that's legally
- 16 sufficient and I certainly don't think it's the spirit
- 17 that was intended with Congress's -- excuse me -- with
- 18 the executive order.
- 19 So what I think needs to happen is to ensure
- 20 that all of the loopholes that are in the rule that
- 21 create a threat, if those can be closed, they should
- 22 be closed. And the conclusions about disproportionate
- 23 impacts make it all the more important that they be
- 24 closed.
- There have been some really important steps

- 1 made toward closing loopholes. I would thank you
- 2 first and foremost for codifying all four of the
- 3 legitimacy factors. I think that's a tremendous step
- 4 forward, and we would very much support that that be
- 5 done in the final rule as well as the proposal.
- I would say we do have concerns about taking
- 7 the treatment of management as a useful commodity
- 8 factor and boiling it back down to containment.
- 9 We have concerns about the containment
- 10 standard itself, which I'll be happy to talk about in
- 11 a moment or two. But that's really an important
- 12 factor, and I think that what it's trying to get at
- 13 is, is this industry behaving as industries usually
- 14 do?
- 15 And I'm not sure that containment really
- 16 gets to that standard. It seems like we're losing
- 17 something in the legitimacy factors by just
- 18 shortcutting and saying containment is sufficient.
- 19 The second and I think really important step
- 20 that you all have taken in the proposal is to
- 21 eliminate the transfer-based exclusion. And as you
- 22 know, that was one of our gravest concerns and we they
- 23 think it's absolutely appropriate to eliminate that
- 24 exclusion.
- 25 EPA has requested comment on whether the

- 1 tolling agreement should also be revisited. And I
- 2 believe there's a statement in the preamble that says,
- 3 you know, it seems that all of the same dangers
- 4 associated with the transfer-based exclusion also
- 5 apply when you have a tolling agreement.
- 6 We absolutely agree with that. There's
- 7 nothing magical about a contract that addresses the
- 8 concerns that attend when you are giving someone else
- 9 your waste and asking them to do something with it for
- 10 you. Certainly EPA's authority is -- stepping back a
- 11 second.
- 12 There's no reason why you can't eliminate
- 13 the tolling contract exception. It's not something
- 14 that's necessarily a continuous process. So for that
- 15 reason, we think you'd be on legally solid ground to
- 16 eliminate that exclusion as well.
- 17 And finally, I do want to focus on
- 18 containment. That's really the central consideration
- 19 any time that we're taking a waste out of RCRA's
- 20 cradle-to-grave regulatory system. If it's not
- 21 contained, it is discarded.
- 22 And so making sure that you're preventing
- 23 releases in the first instance, it's absolutely within
- 24 your authority and it should be, in my humble opinion,
- 25 your first priority, just to make sure that this rule

- 1 protects human health and the environment and that it
- 2 stands up in court.
- 3 Our major concern with the containment
- 4 definition last time around was that we felt it was
- 5 ambiguous. It was going to be hard for operators to
- 6 understand what contain -- what really would work to
- 7 contain the materials that they're keeping on-site.
- And it would be even harder, I think, for
- 9 states to enforce a standard that's not clear in the
- 10 event that there is a release or in the event there's
- 11 an inspector on-site for some reason, even in this
- 12 self-regulatory world, and they see a problem.
- But if there's not a clear standard, there's
- 14 no way to force the operator to do the right thing
- 15 before an accident happens.
- 16 So we would ask, why can't we import the
- 17 very clear good, tried-and-true standards that we have
- 18 elsewhere under the acts for various specific wastes.
- 19 If it's a corrosive waste, we know what containment
- 20 should look like. Why don't we borrow from the
- 21 regulations elsewhere and make those precise standards
- 22 applicable for this exclusion to apply.
- 23 The other concern that we have is that it's
- 24 not clear under the rule at what point the exclusion
- 25 would stop applying. The rule is very clear that a

- 1 single release will not convert hazardous secondary
- 2 material into a waste subject to
- 3 RCRA.
- I think that's concerning. The idea that
- 5 there has been a -- you know, the reality of a release
- 6 certainly should give regulators and the public pause
- 7 that the given operator is not handling this hazardous
- 8 material with care.
- 9 But what really seems concerning to me is
- 10 that you could have any number releases before RCRA
- 11 kicks in again. And it seems to me that that's a
- 12 perverse incentive for operators.
- 13 It's unclear if anything would really happen
- 14 to them, whether they'll ever have to comply with RCRA
- 15 if they're not handling the wastes carefully enough.
- 16 And I think again, for states -- for regulators, it
- 17 creates a very difficult situation in the enforcement
- 18 context.
- 19 Finally, I would say we will, as always,
- 20 submit very detailed comments. And we do have a lot to
- 21 say about the rule, but what I wanted to convey,
- 22 because I'm here in person and I know that you are the
- 23 people who are actually working on this rule, is that
- 24 we are so grateful to you for taking a serious look at
- 25 this and for bringing this rule so much further

- 1 forward.
- We're really pleased about the direction
- 3 that it's going, and we hope that you will be willing
- 4 to revisit this one central issue with containment as
- 5 well as the other issues that we will be raising with
- 6 you in our written comments.
- 7 Thank you.
- 8 MS. DEVLIN: Thank you.
- 9 Ms. Fields.
- 10 MS. FIELDS: Good afternoon. I'm Leslie
- 11 Fields. And I'm the director of the Environmental
- 12 Justice and Community Partnerships Program at the
- 13 Sierra Club in Washington.
- And since about 2000 we have had a very
- 15 robust environmental justice program. And we have had
- 16 sites in New Orleans; Memphis; Minnesota; the Navajo
- 17 Nation out in Flagstaff, Arizona; Puerto Rico; New
- 18 Orleans; Appalachia; and in Washington D.C.
- 19 I'm here to represent the Sierra Club with
- 20 our teaming membership and also our program. And I
- 21 too want to thank you all for this opportunity again
- 22 to come and testify.
- And also I want to echo what my good friend
- 24 and colleague Vernice Miller-Travis said about the
- 25 interest in this issue. We are all coming off of the

- 1 EPA EJ conference in Detroit. There were about 500
- 2 folks there, and very robust discussions, this issue
- 3 included. And so people are recovering from that
- 4 experience.
- 5 And we have a lot of interest in the
- 6 communities and there will be more written testimony
- 7 that will be submitted, including mine.
- But I wanted to thank you again for this
- 9 opportunity and echo my colleague Abigail Dillen in
- 10 terms of also we really appreciate how far this rule
- 11 has come since 2008 and how much work has been done.
- 12 And I'm here to support EPA's proposed rule
- 13 restoring federal oversight on hazardous waste
- 14 recycling and to urge strengthening and clarifying
- 15 these standards in order to prevent harm for human
- 16 health in the environment and to support the
- 17 environmental justice analysis of the proposed rule
- 18 and the mandate to consider the disproportionate
- 19 impact of hazardous waste facilities on low-income
- 20 communities and communities of color.
- 21 And I also wanted to say that the analysis -
- 22 the environmental justice analysis is pretty -- it's
- 23 very outstanding. And we very much appreciate it, and
- 24 should also -- it should be a model.
- 25 And it's something that when I first opened

- 1 it up, I really fell out. I was just very, very
- 2 pleased, and also to see the peer review and the
- 3 people that we know in the peer review process as
- 4 well. And so it's come a long way.
- 5 This is the sort of information sharing,
- 6 this is the sort of rigor that we are coming to expect
- 7 from EPA and this department, and hopefully other
- 8 departments will do the same.
- 9 And so the Sierra Club has had a
- 10 longstanding policy on solid waste and hazardous waste
- 11 and approved by the board many times. We are
- 12 longstanding in terms of our involvement in this
- 13 issue.
- But, you know, we really want to emphasize
- 15 and underscore how much hazardous waste recycling
- 16 needs to be strictly regulated and how the recycling,
- 17 you know, includes all the sham issues that Vernice
- 18 mentioned and all the problems late at night and all
- 19 the illegal dumping and fly-by-night, the abandonment
- 20 of hazardous waste.
- 21 And I would also -- you know, the 218 sites
- 22 that were contaminated by hazardous recycling where
- 23 air, groundwater, soil, and surface water contaminated
- 24 by highly dangerous substances requiring state or
- 25 federal waste cleanup often under Superfund authority.

- 1 My previous remarks in 2009 had used as a
- 2 case study the situation at the ASARCO smelting, El
- 3 Paso, just that whole inglorious history of that
- 4 smelter, and as a case study and just illegal
- 5 corruption, totally unregulated and the various
- 6 goings-on with that.
- 7 And so we feel very strongly that the EPA
- 8 must close these gaps in the Bush DSW rule to protect
- 9 communities to require permitting for all hazardous
- 10 recycling activities, to require adequate and
- 11 enforceable standards for storage of hazardous waste,
- 12 require the transparency and reporting, require safety
- 13 and transport of hazardous waste, regular inspection
- 14 of hazardous waste facilities, enforceable criteria of
- 15 hazardous legitimate -- and particularly legitimate
- 16 recycling. It's very, very important.
- 17 And the environmental justice analysis, as I
- 18 said and I'm echoing, really is superior and -- but,
- 19 you know, at the end, we are concerned that you do
- 20 come to -- we have to make sure that there's a remedy
- 21 for these disproportionate impacts in hazardous waste
- 22 recycling by closing the loopholes.
- 23 And so as you know in the EJ analysis, EPA,
- 24 your agency, found that the facilities already
- 25 operating under 2'08 DSW exemption in three states --

- 1 which is Iowa, New Jersey, and Pennsylvania -- were
- 2 located in communities of high proportion of people in
- 3 color than the state averages. And a higher
- 4 proportion of people living below the poverty level in
- 5 Iowa and Pennsylvania are also living near these
- 6 facilities.
- 7 Particularly in Iowa, it seems like with
- 8 those facilities, that there was actually almost a
- 9 targeting because they really are some of the poorest
- 10 communities in the state. It wasn't just -- it
- 11 doesn't seem like there was a dart thrown at these
- 12 areas.
- 13 The cases where toxic releases have occurred
- 14 in the past are consistently located in these
- 15 communities. And 55.8 of them are sited in
- 16 communities with more people of color than the
- 17 relevant statewide average. And also the 2008 DSW
- 18 rule allows communities fewer opportunities for public
- 19 participation in siting and permitting decisions.
- So we are very happy that you looked at this
- 21 and, you know, because of Executive Order 12898 you
- 22 can't ignore these findings.
- 23 And to that end, EPA must not incorporate
- 24 any proposed alternatives for streamlining hazardous
- 25 waste and all that entails and to strengthen this

- 1 proposed rule.
- 2 And I would also echo eliminating the
- 3 exemption for the tolling contractors. I think this
- 4 has much effect that I'm going to get into with my
- 5 written comments regarding hazardous waste that is
- 6 shipped overseas and to countries -- developing
- 7 countries that cannot in any way, shape, or form
- 8 dispose properly of this waste. And communities are
- 9 being contaminated.
- 10 And so we will do more analysis with that.
- 11 But I think that that is something that we will really
- 12 help the agency has -- will follow and do the
- 13 important enforcement on it as well.
- 14 And EPA has done a very good job recently on
- 15 enforcing, making sure that e-waste is not sent to
- 16 developing countries. So we hope this will continue
- 17 with the hazardous waste.
- And again, EPA must extend requirements to
- 19 all hazardous waste recycling and -- because of the
- 20 high risk exposed to these facilities handling this
- 21 waste.
- 22 And I would also like to take this
- 23 opportunity to request that the EPA include some extra
- 24 categories in hazardous waste and look more closely,
- 25 particularly in the issue of recycling of aluminum

- 1 dross and aluminum facilities.
- 2 And in the 218 damage cases from the
- 3 hazardous waste material recycling turned up 15
- 4 contaminated sites, many Superfund sites involving the
- 5 recycling of aluminum.
- 6 And these are sites -- these cases are all
- 7 over the country: Arkansas, California, Delaware,
- 8 Illinois, Indiana, Massachusetts, Michigan, New
- 9 Jersey, New York, Oregon, Washington, West Virginia.
- 10 So it's time to close this gap and apply these
- 11 additional safeguards.
- 12 And one case in particular is in Camden,
- 13 Tennessee. It's a rural community located in
- 14 Tennessee's poorest county, Benton County. And with
- 15 many EJ communities, Camden is also disproportionately
- 16 plaqued by multiple pollution sources and
- 17 environmental threats, such as a massive local
- 18 landfill, a huge coal ash dump, aluminum dross
- 19 landfill, and an aluminum dross recycling business.
- 20 This business is called Environmental Waste
- 21 Solutions. It's causing a real crisis in this local
- 22 community.
- 23 It's dange -- aluminum dross is dangerous
- 24 when it's wet or damp. And toxic fumes hang over the
- 25 Camden area, mostly at night and early in the morning

- 1 with the dew and the rain. These fumes are ammonium,
- 2 methane, and hydrogen. And sometimes it's almost
- 3 impossible to be outside.
- 4 They interrupt the habits of the lifestyle
- 5 of this community. And they create a very dusty haze,
- 6 and large amounts of particulate matter fill the air
- 7 morning, noon, and night. And also causes water
- 8 pollution in the local streams and creeks where the
- 9 thick dust comes in contact.
- 10 The Camden community has organized -- they
- 11 have had a public hearing with the Tennessee
- 12 Department of Environmental Quality. Families -- two
- 13 families testified on July 26th that their children
- 14 had broken out in full-body rashes after swimming in
- 15 their backyard swimming pools because it was
- 16 contaminated by this aluminum dross.
- 17 And this problem is very difficult to manage
- 18 because it is allowed to be landfilled. It's
- 19 household garbage without consideration of health
- 20 characteristics. And there's a lot of strong odors
- 21 attributed to this recycling. And it's a very, very
- 22 bad situation there.
- 23 Also, there's a -- there's a case actually
- 24 regarding aluminum dross recycling in the Federal
- 25 District Court -- U.S. District Court in Akron, Ohio.

- 1 There's another operator called American
- 2 Landfill and Company and its parent company is Waste
- 3 Management. And they operate one of the largest
- 4 landfills and process as much trash, but also this
- 5 aluminum, which has a meaning and substantial threat
- 6 of fire and -- and chemical reactions triggered by the
- 7 heat and landfill substance due to the barrier
- 8 aluminum waste.
- 9 And according to the lawsuit, the landfill
- 10 temperatures, which is a sign of aluminum waste
- 11 problems, have been steadily rising since late 2001.
- 12 And the company has continually asked the Camden
- 13 Health Department to operate this landfill at a higher
- 14 temperature every year.
- 15 Other places that have these -- are seeing
- 16 this problem are -- is the Mobile Smelting in Mojave,
- 17 California; Diamond State Salvage in Wilmington,
- 18 Delaware; Circle Smelting Corporation in Clinton,
- 19 Illinois; Huntington, Indiana; in Braintree,
- 20 Massachusetts, the Cutter Industrial Corporate site in
- 21 Detroit; Saddle Brook, New Jersey; Newburgh, New York;
- 22 Gettysburg, Pennsylvania; Washington, Washington; and
- 23 Red Jacket, West Virginia.
- I know my time is up, but I also want to
- 25 mention another related issue that has surfaced with

- 1 continuous frequency with our program in New Orleans.
- 2 And the communities that we work with in New Orleans
- 3 is that -- and does affect this issue with hazardous
- 4 waste in terms of on the state level; that since
- 5 Hurricane Katrina, there has been now 16 amended
- 6 declarations of emergencies for environmental laws and
- 7 administrative orders.
- 8 So basically that there has been -- the last
- 9 one was a fourth extension of the 16th amended
- 10 declaration on environmental and administrative orders
- 11 after Hurricane Katrina.
- 12 And so all the environmental laws have been
- 13 waived since Hurricane Katrina and now they're in
- 14 their 16th amended declaration of an emergency order.
- 15 And so we -- we would hope that EPA will
- 16 look at this situation for the communities there who
- 17 are waiting to see some enforcement and are still
- 18 suffering under these waivers of environmental laws.
- 19 And again, thank you for all you've done,
- 20 this rule, and we're very pleased to work with you and
- 21 I appreciate the time and this opportunity.
- MS. DEVLIN: Thank you.
- 23 Mr. Collins. Is Mr. Collins here? Okay.
- Is there anybody else in the audience who
- 25 wishes to speak right now?

- 1 Please come forward. State your name.
- 2 MR. MASUR: Thank you. My name is David
- 3 Masur, M as in Matthew, A, S as in Sam, U-R.
- 4 I'm the director of an organization called
- 5 Penn Environment. We are a citizen-based
- 6 environmental advocacy group with more than 60,000
- 7 citizen members, contributors, activists, and
- 8 volunteers here in the Commonwealth. We are part of a
- 9 national federation called Environment America, which
- 10 is in 30 states and has approximately a million
- 11 citizen members and activists.
- 12 And I also speak today as a concerned local
- 13 resident. I live in South Philly near the
- 14 intersection of Broad and Passyunk.
- 15 And so first of all I'd like to thank the
- 16 EPA for holding this hearing today and affording the
- 17 public the opportunity to be heard on the proposed
- 18 definition of solid waste, the DSW rule.
- In the last months of the Bush
- 20 Administration, EPA passed an obscurely named rule
- 21 called Revisions to the Definition of Solid Waste.
- 22 The innocuous name belies the rule's far-
- 23 ranging impact and severely reduces RCRA oversight of
- 24 hazardous wastes that are allegedly recycled and
- 25 completely disregards the overwhelming evidence that

- 1 recycling of hazardous waste is a very dangerous
- 2 practice, which if not stringently regulated,
- 3 frequently results in the release of extremely toxic
- 4 chemicals.
- 5 EPA's new rule removes critical safeguards
- 6 at these high-risk facilities that will lead to the
- 7 imminent and substantial endangerment of public health
- 8 and the environment from toxic waste.
- 9 For example, this rule removed the time-
- 10 tested stringent regulation of hazardous waste
- 11 recycling under RCRA.
- 12 And despite the longer history of sites
- 13 contaminated by hazardous waste recycling operations,
- 14 the Bush Administration saw it fit to remove
- 15 government oversight over the recycling of more than
- 16 1.5 million tons, I believe Vernice said,
- 17 approximately 4 billion gallons of hazardous waste.
- 18 This was done despite the fact that such
- 19 recycling has created hundreds of Superfund sites and
- 20 has cost taxpayers hundreds of millions of dollars in
- 21 cleanup costs over the last few decades.
- It's estimated that 5,600 waste recyclers
- 23 will be subject to the new exemption. What kinds of
- 24 activities will now receive less government oversight
- 25 as a result of this rule?

- 1 Hazardous waste recycling often involves
- 2 recycling of organic solvents and sludges and dust
- 3 from pollution control equipment. These wastes
- 4 contain some of the most hazardous chemicals known to
- 5 humans, including benzene, TCE, arsenic, lead,
- 6 chromium, and cadmium.
- 7 These chemicals can ignite when not stored
- 8 with care, will poison drinking water when spilled,
- 9 will foul the earth when sites are mismanaged, and can
- 10 destroy communities when wastes are abandoned there.
- 11 Yet this new rule allows these dangerous
- 12 chemicals now to be stored in ditches, ponds, pits,
- 13 and piles. The rule requires no specially designated
- 14 containers. It demands no specific tracking to ensure
- 15 safe transport of deadly chemicals, and mandates no
- 16 stringent operating licenses.
- 17 Pursuant to a lawsuit filed by the Sierra
- 18 Club, this administration has seen it fit to reexamine
- 19 the DSW rule. And we're thankful that the EPA has
- 20 done this.
- 21 Under authority of the 2008 rule,
- 22 Pennsylvania is one of four states that abandoned
- 23 oversight of hazardous waste recycling.
- Despite the history of contaminated sites in
- 25 this state from such activity, including several

- 1 Superfund sites costing tens of millions of dollars --
- 2 I believe Pennsylvania still has the second highest
- 3 number of Superfund sites in the nation --
- 4 Pennsylvania no longer affords citizens essential
- 5 protections.
- 6 As in other states, this rollback of
- 7 oversight over hazardous waste in Pennsylvania
- 8 threatens our most vulnerable communities: low-income
- 9 communities and communities of color. It also
- 10 switches the burden of payment for cleanup onto the
- 11 taxpayers when Pennsylvania DEP and the EPA must clean
- 12 up the contaminated sites.
- The proposed DSW rule published last June by
- 14 the Obama EPA provides some fixes to the 2008 rule --
- 15 it's clearly taken a train wreck and gotten some of
- 16 the cars back on the track. But it's essential that
- 17 this administration ensure that all of the problems
- 18 are fixed.
- 19 RCRA once promised cradle-to-grave
- 20 management of hazardous waste. Pennsylvania citizens
- 21 as well as -- as well as all citizens of this nation
- 22 deserve nothing less. Simply put, EPA must set
- 23 enforceable storage and labeling requirements for
- 24 hazardous materials and prevent the storage of
- 25 hazardous materials in unregulated pits, ditches,

- 1 piles, and ponds.
- 2 Secondly, companies that do not comply with
- 3 the rule's notification requirements must not be
- 4 eligible for the rule's exemption.
- 5 Third, EPA must create a stringent
- 6 definition of a legitimate recycling that make
- 7 environmental and public health protection a
- 8 mandatory.
- 9 And fourth, EPA must withdraw the exclusion
- 10 for off-site handling and recycling.
- 11 These simple but essential changes to the
- 12 DSW will protect our communities as well as our
- 13 pocketbooks. It will place the responsible -- excuse
- 14 me, the responsibility properly on the polluter to
- 15 manage its hazardous waste safely and to engage in
- 16 recycling of hazardous waste only if it's legitimate
- 17 and if it's conducted in a manner that prevents
- 18 releases of hazardous materials.
- 19 We have an obligation to take these
- 20 important steps to protect the health of
- 21 Pennsylvania's residents now and for future
- 22 generations.
- Thank you again for allowing me to testify
- 24 today. And I will also submit written comments.
- 25 Thank you.

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1
              MS. DEVLIN:
                           Thank you. All right.
2
              Is there anyone else in the room who would
   like to testify at this point?
4
              Okay. Hearing not, we will take a break
   for, I'm going to say, 45 minutes and we will
    reconvene at 2:30 by my watch. Thank you.
7
                    (Whereupon, a recess was taken.)
9
10
              MS. MOONEY: Hello. Just checking to see if
   there is anyone who would like to speak at our public
11
12
   hearing at this point in time.
13
              No? We'll reconvene at 3:30.
14
15
                    (Whereupon, a recess was taken.)
16
17
             MS. MOONEY:
                           I was wondering if anyone would
18
    like to comment on our rule at this point?
19
              Hearing none, we are going to adjourn until
20
   5 o'clock. Thank you.
21
22
                    (Whereupon, a recess was taken.)
23
24
             MS. MOONEY: Good afternoon.
                                            I was
25
   wondering if there is anyone who would like to comment
```

```
107
   on our rule at this point?
2
              Hearing none, we will adjourn until 6
   o'clock.
              Thank you.
 5
              (Whereupon, a recess was taken.)
              MS. MOONEY:
                           Just checking to see if anyone
   wants to speak at the public meeting. If no one wants
   to speak, then we will reconvene until 10 -- until 7
   o'clock, 6:50 p.m.
10
11
12
              (Whereupon, a recess was taken.)
13
14
              MS. DEVLIN: Okay. We're going to restart
15
   the public meeting on the definition of solid waste.
16
             Mr. Collins.
17
             MR. COLLINS: Should I introduce myself?
18
             MS. DEVLIN: Yes, please, for the court
19
   reporter.
20
              MR. COLLINS: So Bryan Collins.
                                               I'm the
21
    Philadelphia Outreach Coordinator for Citizens for
22
    Pennsylvania's Future, commonly known as Penn Future.
23
              We're simply here today to add our voice in
24
    support of no doubt other testimony that's come
25
   already today for increased regulation. And we're
```

- 1 clearly defining, you know, what solid waste is,
- 2 what's hazardous, and having that be communicated
- 3 directly through communities.
- 4 One of the things that I was particularly
- 5 interested in when I was reading some dossiers on the
- 6 issues is that that of the environmental justice
- 7 component of this. I think people in Philadelphia are
- 8 especially sensitive to the fact that a lot of these
- 9 facilities are often located in underserved
- 10 neighborhoods.
- 11 We really have an issue here in Philadelphia
- 12 with blight and trying to rebuild neighborhoods and
- 13 put them to better use. And that's incredibly
- 14 difficult when you have parcels of land that have been
- 15 left by businesses that are now damaged and are going
- 16 to require additional monies to remediate.
- 17 And it's even more detrimental to try to
- 18 rebuild neighborhoods where pollution is ongoing and
- 19 people know about it and, you know, the obvious
- 20 effects that that has on those neighborhoods.
- 21 So, you know, I could cite the statistics in
- 22 my testimony, but I'm sure you've heard them before.
- 23 It's pretty clear-cut, you know, the disproportionate
- 24 amount of people of color and also lower income people
- 25 that are affected by these -- by, I guess, ineffective

- 1 handling of solid waste.
- 2 And let's see. Just really briefly, I also
- 3 wanted to hit upon the issue of really dialing in the
- 4 criteria for best practices as it relates to
- 5 recycling.
- 6 We're deeply concerned by the idea that it
- 7 would be companies who are claiming to be recycling
- 8 who are actually causing some of the worse damage and
- 9 responsible for illegal dumping, not only for the
- 10 actual dumping itself, which is obviously detrimental
- 11 and an issue, but really for the pall that that can
- 12 cast on recycling at large.
- And it really can do a lot of damage in the
- 14 eye of the public and the way people see recycling
- 15 efforts.
- And it can be very disillusioning,
- 17 especially when you're talking about some of the most
- 18 potentially harmful substances. And that if people
- 19 don't trust the companies that are in charge with
- 20 recycling these very products, they're far less likely
- 21 to be supportive of recycling efforts in general.
- 22 And while we've had tremendous success in
- 23 Philadelphia and across the State of Pennsylvania in
- 24 increasing recycling, you know, it's always an uphill
- 25 battle to get people to buy into the idea that this is

```
something that's important to do.
2
              And when word gets out in communities that
   the very companies that are handling some of the most
   noxious stuff and are supposed to be recycling and
   then turning them into something useful or at least
   benign are not doing so, it's really detrimental to
   the entire process.
8
              And I'll leave it at that.
              Thank you very much. By the way, I'd just
    like to -- I really appreciate that you guys came here
10
   and held today's hearing and are asking for as much
11
12
   public testimony as possible.
13
              Thanks.
14
                           Thank you.
                                       We appreciate you
              MS. DEVLIN:
15
   coming.
16
              MR. COLLINS: Is one copy enough for you
17
   guys?
18
              MS. DEVLIN:
                           Yes.
                                 Wonderful.
19
              It's now 6:50 p.m. and the EPA meeting of
20
    the definition of solid waste proposed rule making is
21
   now adjourned.
22
              Thank you.
23
24
                    (Whereupon, the proceedings concluded
25
                    at approximately 6:50 p.m.)
```

	111
1	CERTIFICATE OF COURT REPORTER
2	I, Christine Brown, a Certified Court Reporter,
3	hereby certify that the testimony and the proceedings
4	in the foregoing matter taken on the date hereinbefore
5	stated are contained fully and accurately in the
6	stenographic notes taken by me and constitutes a true
7	and correct transcript of the same.
8	
9	
10	
11	
12	
13	CHRISTINE BROWN,
14	CHRISTINE BROWN, Certified Court Reporter, and Notary Public for the State of
15	Pennsylvania
16	
17	
18	
19	
20	
21	
22	
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25	

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